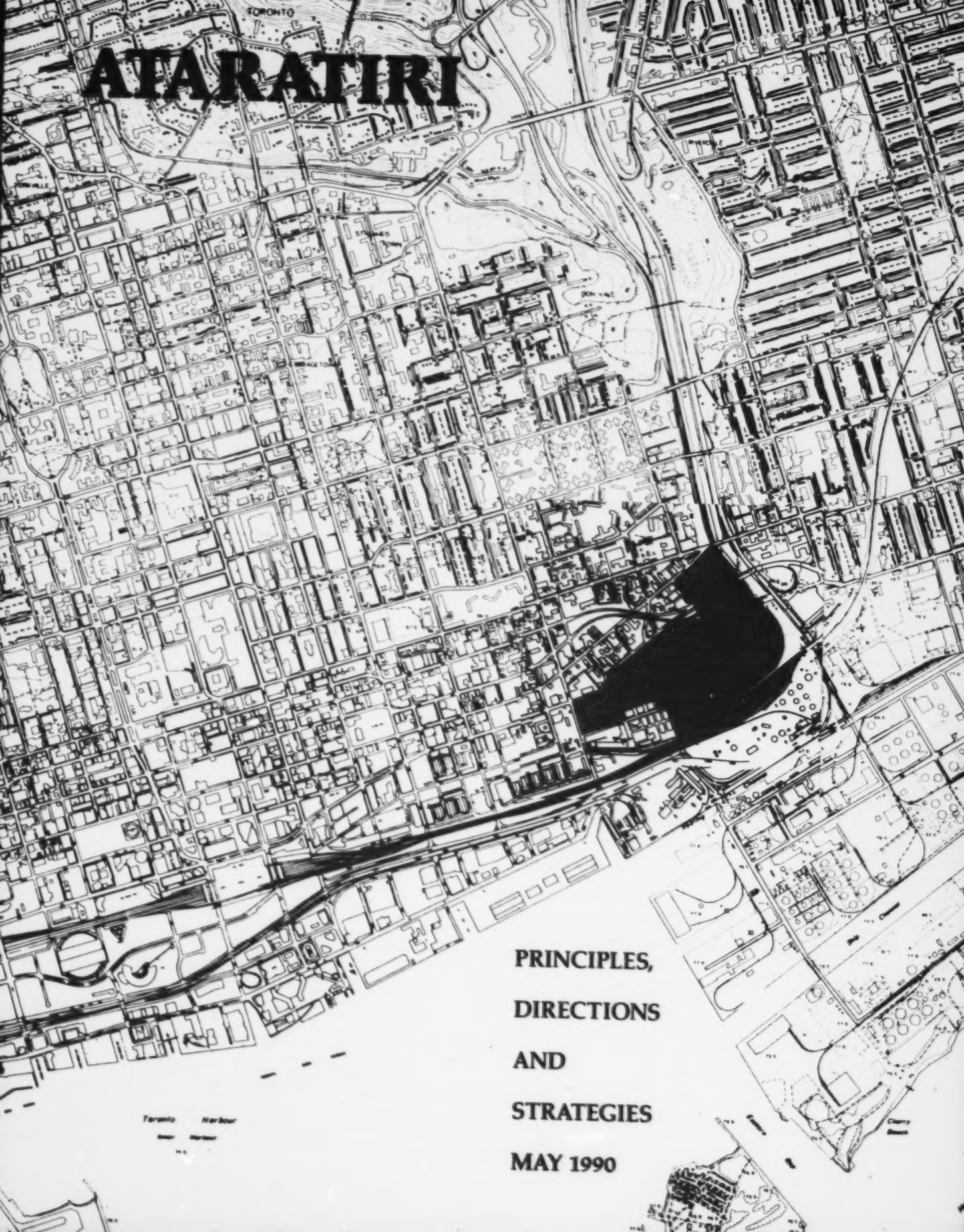


# ATARATIRI

## PRINCIPLES, DIRECTIONS AND STRATEGIES

MAY 1990

# ATARATIRI

Robert E. Millward, Commissioner,
City of Toronto
Planning and Development Department

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9039-402

91-00918/

**Front and King Streets East in 1847 were thriving residential, retail and business main streets.**

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# EXECUTIVE SUMMARY

ATARATIRI is a mixed-use community jointly proposed by the City of Toronto and the Province of Ontario. Its primary objective is to increase the supply of affordable housing in Toronto. It will offer a full spectrum of services geared to the present and future needs of its residents. In addition to housing, ATARATIRI will create a stable industrial and commercial employment base in the area. Its development will result in the rehabilitation of an environmentally degraded area of the City.

ATARATIRI is located on the eastern edge of downtown Toronto, stretching almost to the Don River. The redevelopment site is approximately 32 hectares (80 acres) in size. It is bounded by Parliament Street on the west; Front Street East, Eastern Avenue, St. Lawrence Street and King Street East on the north; Bayview Avenue on the east; and the rail corridor on the south. It does not include the Gooderham & Worts distillery complex on Mill Street, west of Cherry Street. A number of industrial activities occupy the area at present, including railway yards, warehouses, factories and scrap yards.

ATARATIRI was announced on 13 July 1988, at which time the City entered into a Housing Development Agreement (HDA) with the Province. The HDA assigns responsibilities between the two levels of government and establishes criteria and conditions for the ATARATIRI undertaking. Essentially, the City is acting as the planner and developer, and the Province is guaranteeing the loans necessary to acquire and redevelop the site. The Province is also committed to funding a proportion of the total number of residential units in accordance with its social housing programmes. Approximately two-thirds of the site was assembled through expropriation by the City, while the remainder of the site is being purchased from C.P. Rail and Canadian National Realty.

The HDA housing target for ATARATIRI is 7,000 residential units. The HDA specifies that no more than 40% of the total number of units shall be market housing. It is expected that the population of ATARATIRI upon project completion will be in the order of 14,000. The employment target for the development is 1,500 stable industrial and commercial jobs.

The Principles, Directions and Strategies report describes work to date on ATARATIRI and lays the foundation for a Part II Official Plan Proppsals report, which will be developed over the coming months as the results of the final planning studies emerge. The Part II Plan for ATARATIRI will recommend amendments to the City's Official Plan and Zoning By-law to permit the site's orderly redevelopment. In addition to the Part II planning process, two parallel approval streams are necessary due to environmental conditions affecting the site.

The HDA contains an Order exempting ATARATIRI from the Environmental Assessment Act. The Exemption Order contains eleven terms and conditions to ensure ATARATIRI becomes and remains a safe and healthy place to live and work. These conditions, including a requirement for a comprehensive environmental study, must be met to the satisfaction of the Ministry of the Environment before redevelopment of the site can proceed. This involves a detailed approval process with a

public review component.

ATARATIRI is located in the flood plain of the lower Don River. In order for development to be permitted in the flood plain (subject to various conditions), the site must be designated a Special Policy Area, in accordance with provincial flood plain planning policies and guidelines. This requires the development of flood protection policies and strategies based on technical studies; public review of the proposed policies; and final approval by City Council, the Metropolitan Toronto and Region Conservation Authority, and the Province.

The Principles, Directions and Strategies report recommends Council approval of four fundamental planning principles that have guided the ATARATIRI work programme to date. These principles were developed collaboratively among staff and members of the ATARATIRI Neighbourhood Advisory Council, and reflect input from a series of public meetings.

ATARATIRI SHOULD BE A SAFE AND HEALTHY COMMUNITY. It should be protected from flooding; cleaned-up in an appropriate manner; and designed to promote safety and discourage public violence.

ATARATIRI SHOULD BE AN INTEGRATED COMMUNITY. It should be woven into the fabric of the larger city and not be perceived as an isolated development. Internally, it should be a community that is inclusive in physical, social and economic terms.

ATARATIRI SHOULD BE A DIVERSE COMMUNITY. It should include a variety of building forms and accommodate a range of household types. There should be a selection of different employment opportunities.

ATARATIRI SHOULD BE AN ACCESSIBLE COMMUNITY. It should be well connected to the rest of the City and its buildings and open spaces should be designed to be physically accessible to people with varying levels of mobility. In terms of social accessibility, all residents of ATARATIRI should be able to participate fully and equally in community life.

When analyzed in light of the above principles, the study results to date suggest certain directions for resolving the planning issues that remain. The Principles, Directions and Strategies report recommends Council approval of the directions summarized below:

- The existing buildings at 281 and 409 Front Street East should be retained. The form and layout of the new community should be sensitive to the site's historical and architectural context.
- Provision should be made for centralized neighbourhood heating and cooling if it is determined to be cost effective and environmentally appropriate, and if it can be brought onstream in a timely fashion.
- The existing City street grid should be extended into ATARATIRI as much as possible. North-south connections should be promoted where practical, including extensions of River Street and Bayview Avenue.
- Road and intersection design and traffic control measures should direct commuter traffic around the periphery of the site and

**The Wickett and Craig tannery building on Cypress Street.**

discourage penetration through local streets.

- Public transit service should be provided along Front Street East, east of Parliament and planned to be in effect for the occupants of the first phase of development.
- Front Street East should be developed as ATARATIRI's "Main Street", concentrating at the Front/Cherry node. Businesses and community services should be planned to reinforce Front Street East as the neighbourhood's social and retail focus. Its design and physical treatment should enhance this role.
- The final site plan should be based generally on the urban design strategy drawing shown in the Principles, Directions and Strategies report.
- The zoned heights and densities should be based generally on the preliminary massing scheme shown in the Principles, Directions and Strategies report.
- The open space system should be based on a hierarchy of spaces serving a full range of users and accommodating various activities. The most significant feature of this system should be a park near the Don River edge that has a strong natural habitat theme, with more active programming in appropriate areas. Pedestrian and bicycle connections to link this park to other open space opportunities north and south of ATARATIRI should be encouraged. Public promenade space should occur along Front Street. A number of smaller parks should be located throughout the site to serve local residents.
- In addition to retail uses to serve the local population, light industrial activities and ancillary office uses should be allowed. These should be located generally as shown in the Principles, Directions and Strategies report.
- The location of an appropriate post-secondary educational institution within or adjacent to ATARATIRI should be encouraged.
- An arts and culture theme for the non-residential component of ATARATIRI should be explored further and the needs of Toronto's artist community taken into account.
- As much as practical, and recognizing health and safety concerns, the integration of residential uses and appropriate non-residential uses should be allowed.
- A strategy to promote local job creation and support for the job disadvantaged should be pursued.
- The housing mix target for ATARATIRI should provide for 60% social housing and 40% market housing.
- ATARATIRI should be designed to be capable of accommodating a range of special needs groups.
- A strategy for planning and delivering community and social services should be developed to ensure, as much as possible, that the appropriate services are in place when needed.
- The community and social services plan should encourage, as much as practical, the coordinated delivery of services and their integration with other activities.
- The development should be phased in an orderly fashion with each stage proceeding in a recognizable cluster that is complete in itself.

**Front Street East in ATARATIRI will once again become a vital main street.**

# 1. INTRODUCTION

## BACKGROUND

In the final decade of the millennium, Toronto is confronted with challenges that will test its ability to remain a livable, accessible place for many residents and workers in the coming years. Rapid changes in the City's social structure and political economy have strained society's collective ability to ensure a supply of affordable rental housing, to care properly for the needy and vulnerable, to provide well-paying jobs to less skilled workers, and to protect the natural environment. ATARATIRI was conceived in July 1988 in response to these challenges.

ATARATIRI is a mixed-use community jointly proposed by the City of Toronto and the Province of Ontario. Its primary objective is to increase the supply of affordable housing in Toronto. It will offer a full spectrum of services geared to the present and future needs of its residents. In addition to housing, ATARATIRI will create a stable industrial and commercial employment base in the area. Its development will result in the rehabilitation of an environmentally degraded area of the City.

Figure 1 shows the location of ATARATIRI on the eastern edge of downtown Toronto, stretching almost to the Don River. The redevelopment site is approximately 32 hectares (80 acres) in size. As indicated in Figure 2, it is bounded by Parliament Street on the west; Front Street East, Eastern Avenue, St. Lawrence Street and King Street East on the north; Bayview Avenue on the east; and the rail corridor on the south. It does not include the Gooderham & Worts distillery complex on Mill Street, west of Cherry Street. A number of industrial activities occupy the area at present, including railway yards, warehouses, factories and scrap yards.

At the time of the joint announcement of 13 July 1988, the City entered into a Housing Development Agreement (HDA) with the Province. The HDA assigns responsibilities between the two levels of government and establishes criteria and conditions for the ATARATIRI undertaking. Essentially, the City is acting as the planner and developer, and the Province is guaranteeing the loans necessary to acquire and redevelop the site. The Province is also committed to funding a proportion of the total number of residential units in accordance with its social housing programmes. Approximately two-thirds of the site was assembled through expropriation by the City, while the remainder of the site is being purchased from C.P. Rail and Canadian National Realty.

## APPROVAL PROCESS

### (A) PART II OFFICIAL PLAN PROCESS

As discussed in more detail in section 2, the land use regulations that currently apply to ATARATIRI prohibit residential and most commercial activities. To develop a mixed-use community will require changes to the City's Official Plan and Zoning By-law. For an undertaking of the size and complexity of ATARATIRI, the planning approval process usually takes the form of a Part II, Official Plan document, which is publicly discussed at a proposals stage before the final recommendations are adopted by Council. The shaded boxes shown in Figure 3 illustrate the main steps in this process, starting with Council approval of the present report.

The planning process for ATARATIRI involves

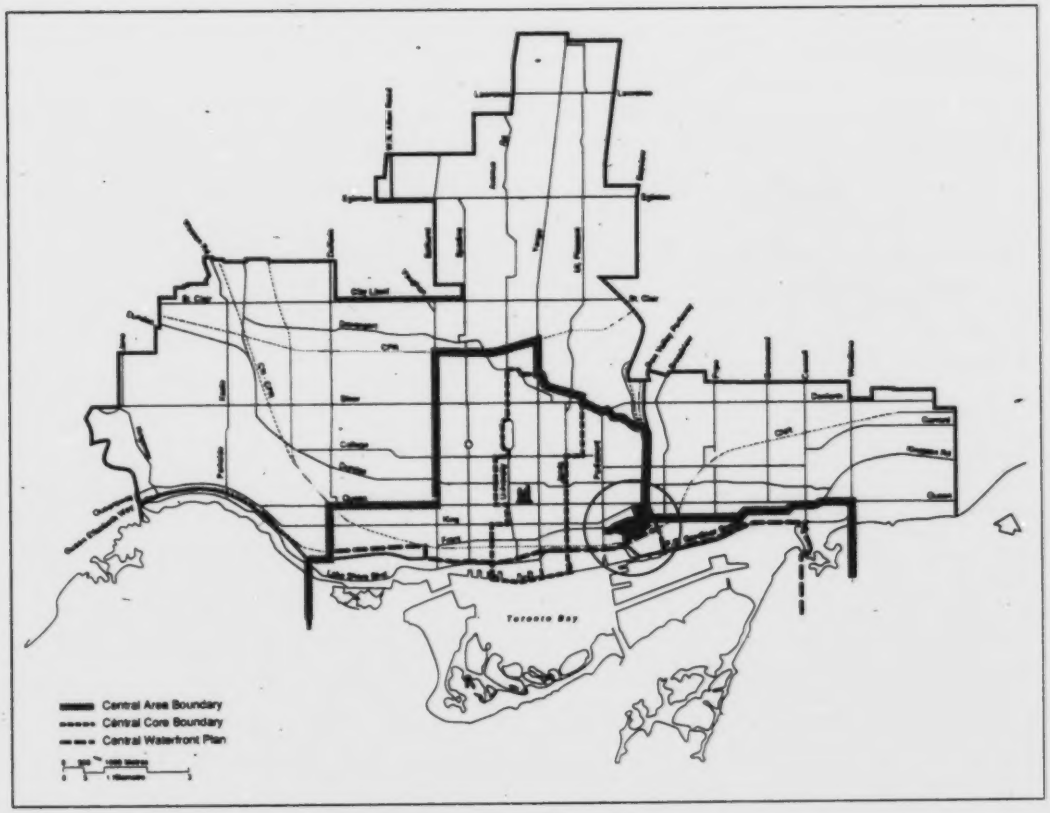



**FIGURE 1 Location of ATARATIRI within the City of Toronto**

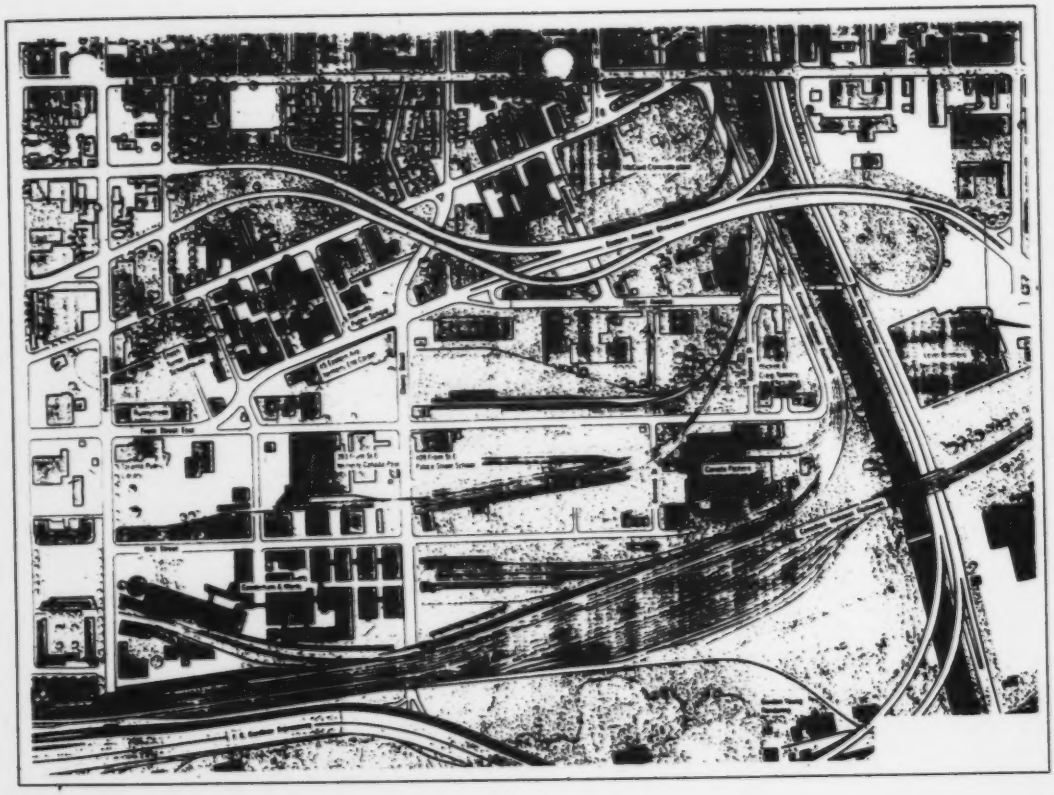


**FIGURE 2 Existing Structures**

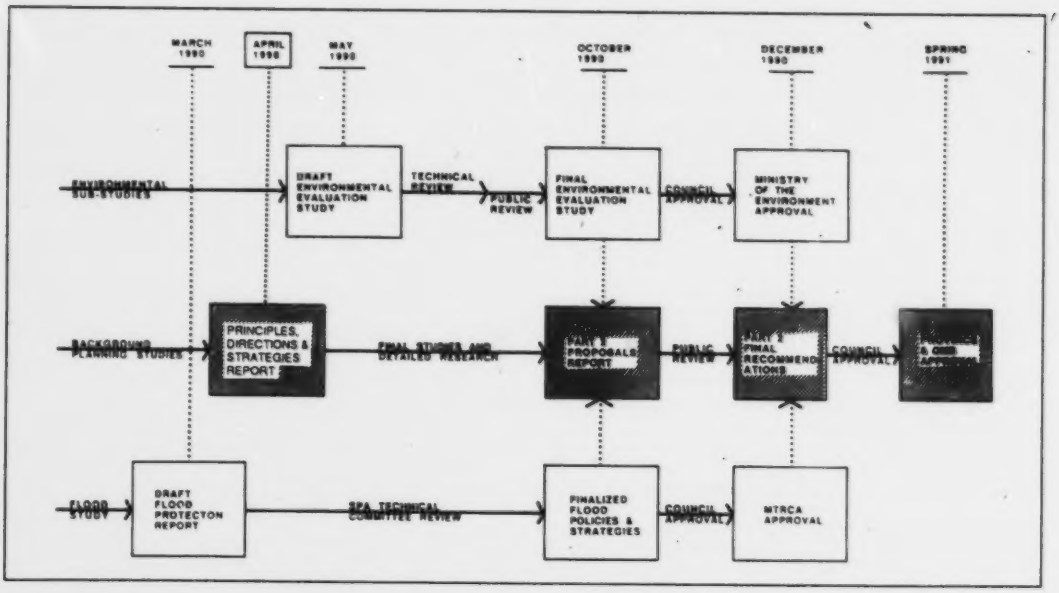



**FIGURE 3 Planning Approval Process**

two additional approval streams due to conditions contained in the HDA and the site's location within the flood plain of the lower Don River. These are described in Figure 3 as parallel processes that will merge with Council's approval of the Part II Final Recommendations report. The Province has final approval authority and an Ontario Municipal Board hearing may be required if there are any objections to the proposed Zoning By-law changes or requests for referral of the proposed Official Plan amendments.

### (B) ENVIRONMENTAL EVALUATION STUDY PROCESS

Schedule C of the HDA is the Order exempting ATARATIRI from the Environmental Assessment Act. The Exemption Order contains eleven terms and conditions to ensure ATARATIRI becomes and remains a safe and healthy place to live and work. Condition 2 of the Order requires that a comprehensive environmental study be undertaken to identify environmental and human health and safety concerns associated with redeveloping the site. The study report is to be made available for public review and submitted to the Minister of the Environment for approval before other development approvals can proceed.

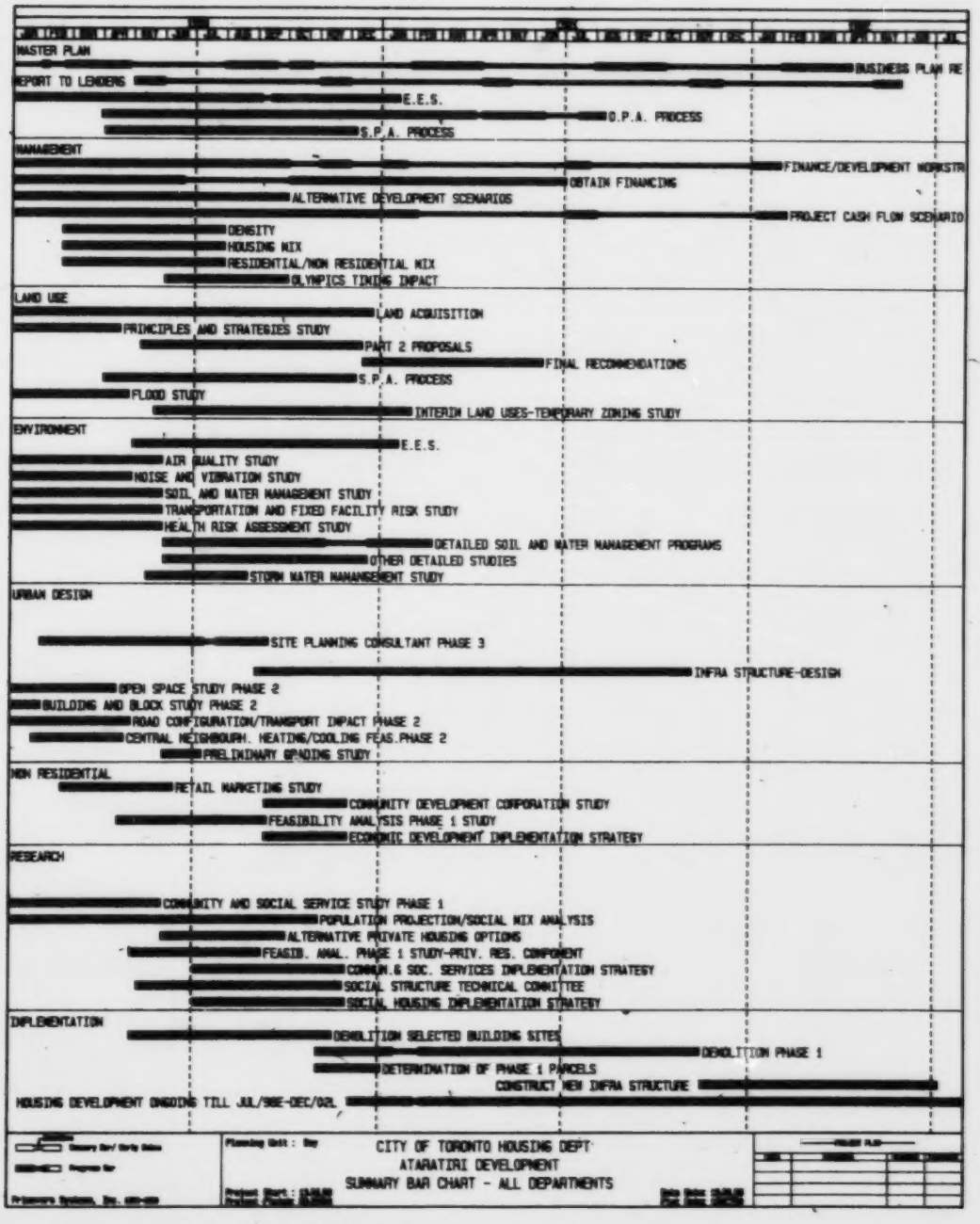
The main stages of the Environmental Evaluation Study process are outlined in Figure 3. The results of six background environmental studies, described in detail in section 5 of this report, will be incorporated in the Environmental Evaluation Study report which will be submitted to the Ministry of the Environment for an eight week technical review. Once any outstanding issues raised by the Ministry have been addressed, the report will be released for public review and become the subject of a public meeting. The final Environmental Evaluation Study report, together with a summary of public comments and responses to the comments, will be submitted to Council for approval before being transmitted to the Minister of the Environment.

Future detailed studies, including area-specific soil and groundwater quality management plans, will be carried out after the Environmental Evaluation Study is completed. These studies will be made available for public review and submitted for approval by the Ministry of the Environment before development on a particular part of the site is permitted.

### (C) FLOOD PLAIN PLANNING PROCESS

All of ATARATIRI lies within an area subject to flooding by the Don River. Figure 11 indicates the extent of the regulatory flood as defined by the Metropolitan Toronto and Region Conservation Authority (MTRCA). Under the authority of the provincial policy statement on Flood Plain Planning (forming part of section 3 of the Planning Act), development in this area normally would be prohibited or restricted unless the conditions of the policy statement are satisfied.

Designation as a Special Policy Area (SPA) is one of the approaches prescribed in the provincial policy statement to permit new development in a flood prone area, subject to various conditions. An SPA designation for ATARATIRI would recognize the historical development of the area, acknowledge the




**ATARATIRI Planning Chart on Primavera Systems.**

community-related benefits of the proposed undertaking, and acknowledge a higher degree of flood risk than would normally be acceptable under provincial policy. At its 09 February 1989 meeting, Council approved the recommendation of a planning report to request from the Province and the MTRCA, approval-in-principle for SPA status for the entire lower Don River flood plain. The request stipulated that the necessary Official Plan policies be developed and approved in two phases, commencing with that portion of the SPA covering ATARATIRI, and followed by the balance of the SPA (that is, east of the Don and south of the rail corridor) within two years of the date of preliminary approval. On 04 December 1989, the Ministry of Municipal Affairs granted SPA approval-in-principle based on conditions recommended by the MTRCA and affirmed by the Ministry of Natural Resources.

Following provincial procedure, an inter-agency SPA Technical Committee was established by the Ministry of Municipal Affairs after the City was granted approval-in-principle. The Committee is chaired by a senior planner from the Ministry of Municipal Affairs and has as its members staff representatives from the City Housing and Planning and Development Departments, the Metropolitan Toronto Planning Department, the MTRCA and the Ministry of Natural Resources. Additional resource staff attend meetings as required, and include representatives from the City Parks and Recreation and Public Works Departments; the Metro Transportation, Works and Parks and Property Departments; the Ministry of the Environment; and Marshall Macklin Monaghan, the engineering consultants hired by the City to conduct the relevant flood studies.

The role of the Technical Committee is to advise the City and its consultants on necessary flood-related research and to assist in the development of acceptable flood mitigation strategies and policies based on the research results. Once the Committee members are satisfied with a draft set of policies and strategies, these will be submitted for public review and Council approval (perhaps as part of the Part II Proposals Report). They will also be considered by the MTRCA before being finalized and submitted to the Province for approval. In final form, the flood protection strategies and policy statements may be contained in the Part II Final Recommendations Report, as indicated in Figure 3.

## REPORT PURPOSE AND ORGANIZATION

The present report describes work to date on ATARATIRI and lays the foundation for the Part II Proposals report, which will be developed over the coming months as the results of the final planning studies emerge. The Principles, Directions and Strategies report identifies four fundamental planning principles. These have been developed with much public input and have guided the work programme to this point. The report is being presented at this juncture in order to evoke public discussion of the proposed principles and current study findings, and to affirm the directions being assumed by staff based on these principles and findings.

The first three sections of the report establish the general background of the ATARATIRI undertaking, describe the planning context, and discuss the public's involvement in the planning process.

Section 4 identifies the four planning principles that are being proposed for Council's approval.

Sections 5 through 8 describe the main workstreams within the overall study programme. Current study results are discussed in terms of the issues that have been identified and the directions that are now emerging. Each section concludes with a description of the areas of ongoing study.

Section 9 deals with a number of strategies that may be pursued in order to implement the ATARATIRI plan. These will take the form of various legislative mechanisms to ensure appropriate and orderly development.

Section 10 summarizes the salient directions which were discussed in the earlier sections and that are being recommended for Council's endorsement.

# 2. PLANNING CONTEXT

The concept of ATARATIRI is generally consistent with the principles and policies embodied in the City's Official Plan. Most significantly, ATARATIRI furthers Council's goal of increasing the supply of affordable housing. If developed in the manner suggested in this report, ATARATIRI will also reinforce other broad Official Plan policies, including support for industry, recognition of traditional shopping streets, and heritage conservation.

At the neighbourhood scale, however, the redevelopment of ATARATIRI will mark a radical departure from the planning policies that currently apply to this part of the City. Despite the proposed changes for ATARATIRI, it is generally recognized that the policies that apply to areas surrounding the site are sound and, in most cases, will continue to be in effect in their present form.

Figure 1 indicates ATARATIRI's location within the Central Area. The existing Central Area Plan (as contained in section 1A of the Part I Official Plan) applies to ATARATIRI, as will the new policies being developed in Cityplan '91. Figure 4 delineates the boundaries of the planning districts abutting ATARATIRI. The site currently falls within the King-Parliament area and is subject to the King-Parliament Neighbourhood Plan. The Gooderham & Worts and "Triangle" lands to the southwest of ATARATIRI are also included in King-Parliament. The planning policies here are under review at the moment. The lands to the south of ATARATIRI, across the rail corridor, are subject to the Central Waterfront Plan. Currently, both the federal and provincial governments are reviewing planning policies in this area. A number of issues related to features surrounding ATARATIRI are being studied by City-sponsored Task Forces, including the Don River and the Gardiner Lakeshore Corridor.

The planning context briefly outlined above will be described in more detail below. The point to be stressed is that ATARATIRI is not being planned in isolation; the new Plan for ATARATIRI will mesh with the policies of adjacent areas and be consistent with broader City goals.

## KING-PARLIAMENT

The King-Parliament Neighbourhood Plan was published in 1978 and approved by Council in 1979. It applies to the area demarcated in Figure 4, including ATARATIRI and the Gooderham & Worts/Triangle Lands (to be discussed separately). The new Plan for ATARATIRI will represent an amendment to this earlier Plan.

The King-Parliament Plan recognizes the area as predominantly industrial in use, but with some concentrations of commercial and residential uses. Its general thrust is to reinforce the primary industrial character of the area; restrict commercial intrusions unless necessary for the improvement of the industrial base; strengthen the residential neighbourhood in its present location; and minimize the potential conflict among industrial, commercial and residential activities.

Three sub-areas, to which different policies apply, are identified. ATARATIRI lies within the "South-East Sub-Area". This sub-area is intended to continue as a stable industrial area, with light, medium and heavy industries located across most of it. Recognizing the established

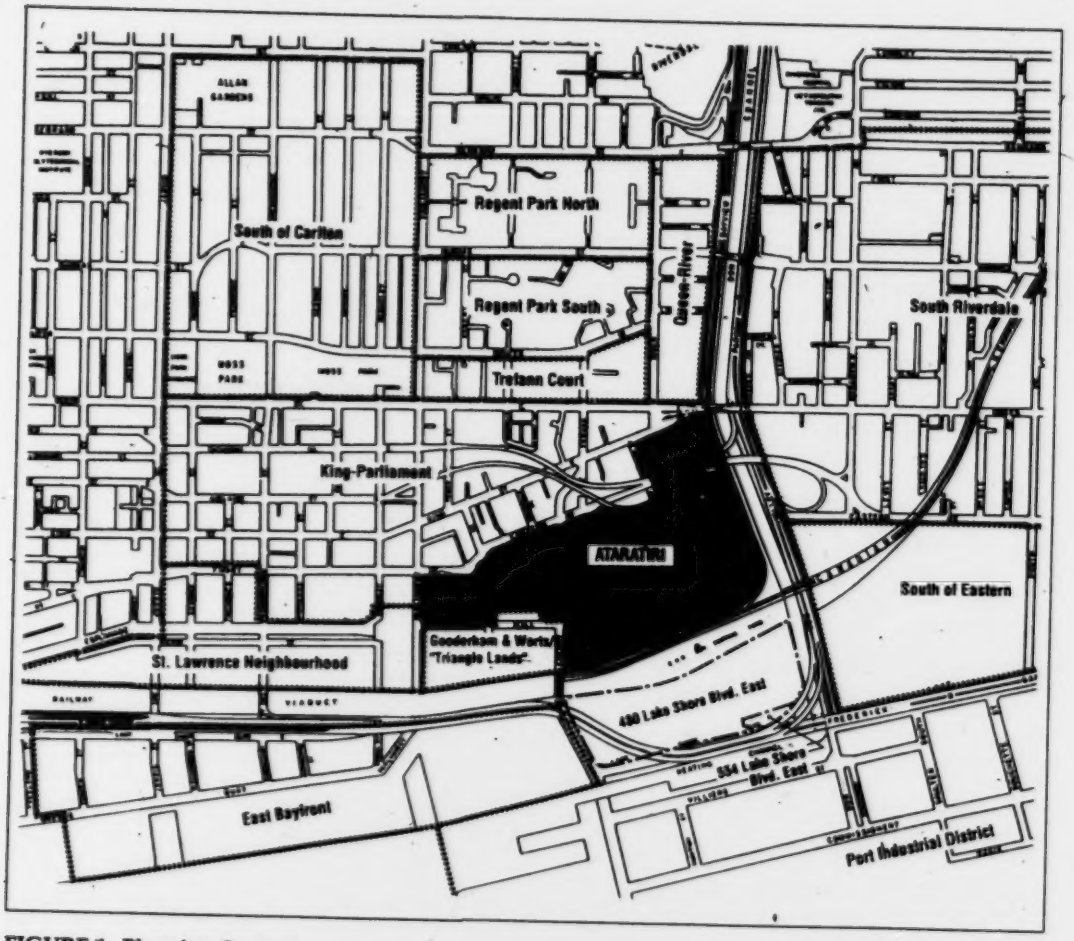



**FIGURE 4** Planning Context

pockets of housing to the north, the Plan proposes a buffer zone of light industry along the south side of Eastern Avenue. Figure 5 shows the resulting Official Plan designations that currently apply to ATARATIRI. Most of the site (and the neighbouring Gooderham & Worts/Triangle Lands) is designated a General Industrial Area. The northern margin, along Eastern Avenue, is designated a Restricted Industrial Area. The present Zoning By-law designations are indicated in Figure 6. The area designated a Restricted Industrial Area in the Official Plan is zoned I2 D5; the General Industrial Area is zoned I3 D7.

The sub-area to the immediate north of ATARATIRI, called the "North-East Sub-Area", is recognized as containing a mixture of industrial and residential uses. The Plan seeks to strengthen the residential component of this area while not prejudicing the continued operation of compatible industrial uses. Limited commercial activities at grade are permitted in new development along portions of Front Street East, Eastern Avenue and King Street East to serve the residential population and to act as buffers from the heavy traffic along these arterials.

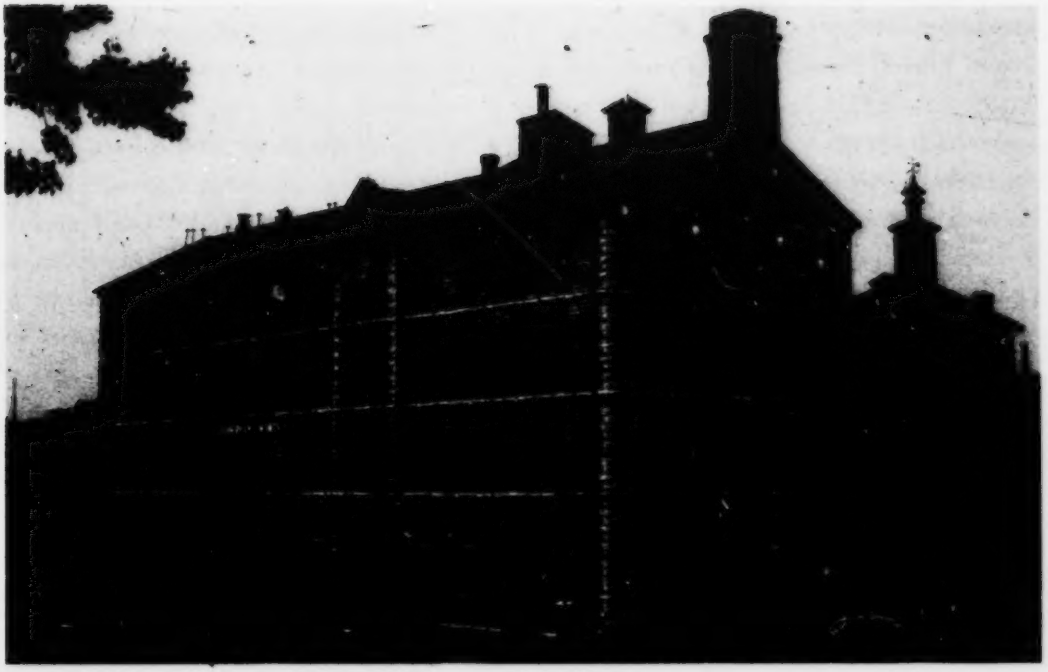
The King-Parliament Plan calls the area to the west and north of ATARATIRI the "West of Berkeley Sub-area". The Plan's policies for this area recognize an existing complex pattern of land uses, but assert that the dominant use should be industrial. The industries thought to be appropriate are more intensive firms that benefit from proximity to the Central Core. In some sections of the area, however, commercial and residential uses are appropriate and are permitted.

GOODERHAM & WORTS/TRIANGLE LANDS

The Gooderham & Worts distillery complex is perhaps Canada's finest example of 19th century industrial architecture and is officially recognized at both the provincial and national levels as a historical and architectural landmark. The mixture of light industrial uses located on the "Triangle Lands" south of Gooderham & Worts are of no particular historical or architectural merit, but these properties are effectively contained by the distillery site and the transportation corridors that bound them. Hence, planning policies that apply to the Triangle Lands are being reviewed simultaneously with the same policies that currently apply to Gooderham & Worts.

The owners of Gooderham & Worts, Allied Lyons, have retained a group of Toronto-based consultants to formulate a redevelopment scheme for their property. Representatives of Allied Lyons have presented a preliminary redevelopment concept to City staff and members of ATARATIRI's Neighbourhood Advisory Council (NAC is described in section 3). This concept involves retention of the majority of the historical structures and substantial infill to reasonably high densities. It envisions a change in use to predominantly office, retail and residential activities. To date, no application has been made.

In order to respond to these suggested changes, the Commissioner of Planning and Development was authorized by Council in November 1989 to undertake a General Heritage and Land Use Planning Study of the Gooderham & Worts/ Triangle Lands. The outcome of this consultant study will aid in preparing a land use and



**ATARATIRI's neighbour: Gooderham and Worts, is Canada's finest example of a 19th century industrial complex.**

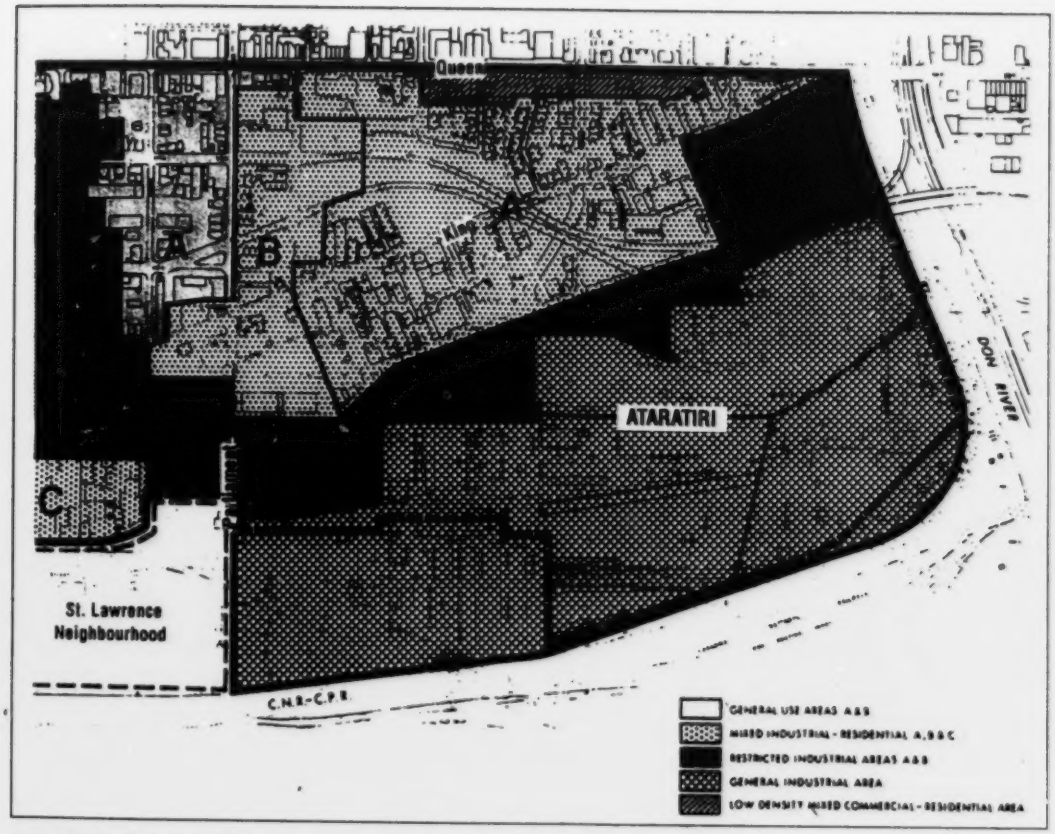



**FIGURE 5 Existing Official Plan Designations King-Parliament Part II**

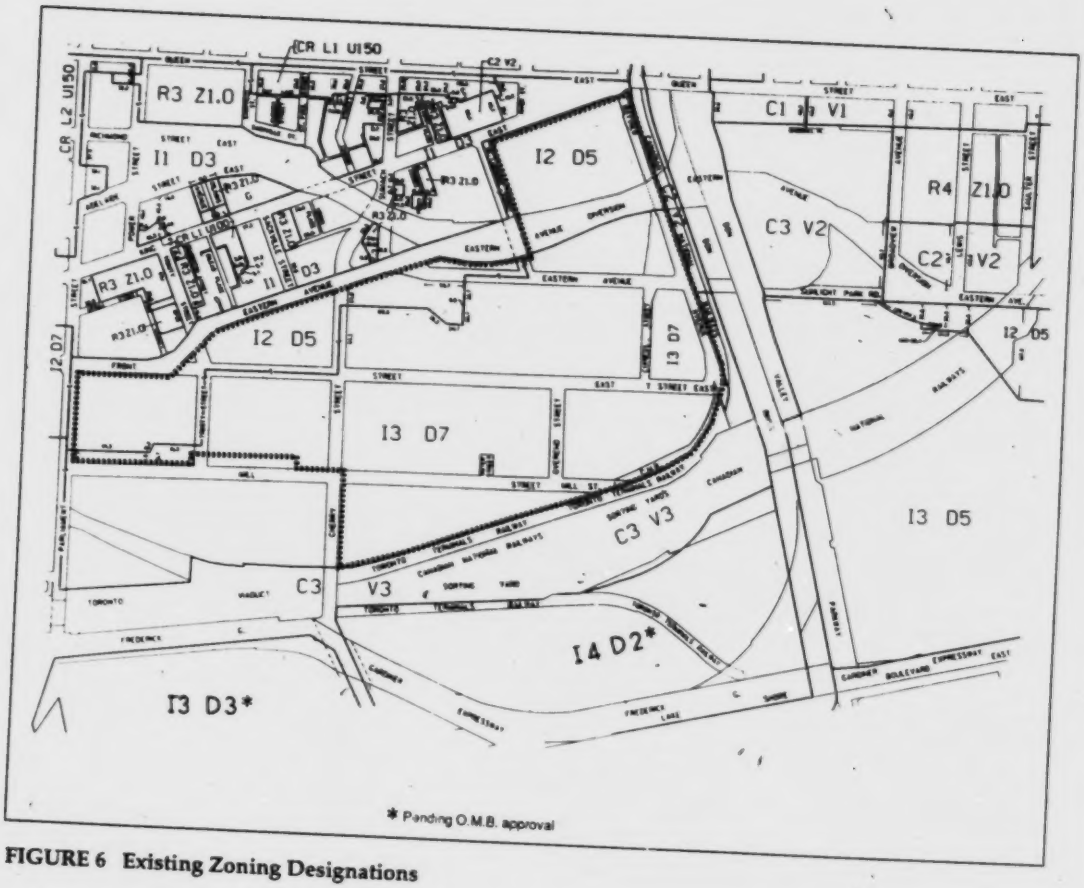



**FIGURE 6 Existing Zoning Designations**

heritage conservation policy framework for the site. This will lead to recommendations for Official Plan and Zoning By-law amendments. Any future applications by the property owners will then be assessed according to the new land use regulations.

To ensure consistency between the planning work underway in ATARATIRI and that being pursued for Gooderham & Worts, the Land Use Committee of Council established a citizens working committee that has overlapping membership with the Neighbourhood Advisory Council for ATARATIRI and functions as a subcommittee of NAC (discussed in section 3). The tasks of the Gooderham & Worts Subcommittee include advising on the appropriate planning policies for the Gooderham & Worts/Triangle Lands (recognizing existing industrial, commercial, residential and historic preservation policies); and assisting in the integration of these policies with those that are emerging for ATARATIRI.

At the time of writing, the City's consultants for the Gooderham & Worts study had presented an interim report to staff and the Subcommittee. Work to date has assessed the heritage characteristics of the site and has probed a few options for additional development that respect this historical context. A final set of recommendations for the Gooderham & Worts/ Triangle Lands will not be proposed until the Plan for ATARATIRI has been completed.

## CENTRAL WATERFRONT

### (A) THE CENTRAL WATERFRONT PLAN

The Central Waterfront Plan was adopted by Council on 17 June 1988 (comprising Official Plan Amendment No. 463, as effected through By-law 527-88, and Zoning By-law No. 528-88). A number of requests for referral respecting the OPA, as well as objections to the zoning by-law, have been received. The Minister of Municipal Affairs has not yet referred the OPA to the Ontario Municipal Board and an OMB hearing to consider the zoning by-law objections will not likely occur until the relevant OPA referrals are also before the Board.

The two districts within the Central Waterfront that abut ATARATIRI are the Port Industrial District and East Bayfront, as shown in Figure 4. The portion of the Port Industrial District of most relevance to ATARATIRI is the tract of land described by the rail corridor to the north and Lake Shore Boulevard East between Cherry Street and the Don River to the south. The Central Waterfront Plan designates this area as a Heavy Industrial Area. It is zoned I4 D2, as indicated in Figure 6. The area is entirely in public ownership, most of it owned by the City. No. 480 Lake Shore Boulevard East was purchased by the City in 1978 for the purpose of constructing a refuse-fired steam plant to replace the Pearl Street steam plant. The adjacent Gordon Young rendering plant at 554 Lake Shore Boulevard East was expropriated by the City at the time of the ATARATIRI expropriation (13 July 1988) in order to eliminate eventually an off-site source of noxious emissions.

East Bayfront lies immediately to the west of the

**Keating Channel unites the Don River and Lake Ontario.**

lands described above. It is designated a Restricted Industrial Area in the Central Waterfront Plan and the portion of East Bayfront south of ATARATIRI is zoned I3 D3. The Central Waterfront Plan provides for this area to remain in industrial use and encourages the intensification of industrial activities, including ancillary commercial and institutional uses, as appropriate. It prohibits residential uses and limits the amount of density for ancillary commercial or institutional uses.

In general, the Central Waterfront Plan aims to make the Port Industrial District more attractive to the public and to a wide range of industries, particularly high employment industries. Consequently, it reduces the areas formerly designated for heavy industry, for the most part concentrating these uses along the north side of the Ship Channel. The properties across the rail corridor from ATARATIRI, which are described above, remain designated and zoned for heavy industry primarily because of the former plans to establish a refuse-fired steam plant there.

The 23 February 1989 decision of City Council, however, was to abandon plans to construct such a facility and to withdraw the attendant Environmental Assessment (Clause No. 47 of City Services Committee Report No. 4). At Council's request, the Commissioners of Planning and Development and City Property are undertaking a joint study of the future of these lands. At this point, they are considering a number of alternative municipal uses, some of which (such as an "open storage of raw materials yard") may require heavy industrial zoning. It is quite possible, therefore, that the outcome of the joint study of 480 Lakeshore Boulevard East will not call for any changes to the current land use policies embodied in the Central Waterfront Plan. In any event, the possible effect of any change in use of properties in this area on ATARATIRI (with the exception of the elimination of the rendering plant) will be muted by the intervening presence of the Don sorting yards. Consequently, it is not anticipated that Central Waterfront Plan policies will conflict with plans for ATARATIRI, nor should the new Plan for ATARATIRI directly affect the Port Industrial District or East Bayfront.

### (B) THE ROYAL COMMISSION ON THE FUTURE OF THE TORONTO WATERFRONT

On 30 March 1988, the federal government appointed the Honourable David Crombie to act as a one-person Royal Commission to study the Toronto waterfront. Commissioner Crombie's mandate is far- reaching, but focuses mainly on issues related to the Toronto Harbour Commission; the future of the Toronto Island Airport; the effective management of federal lands within the Toronto waterfront area (particularly lands controlled by the Harbourfront Corporation); and the protection and renewal of the natural environment. The Royal Commission has published several background reports, held a series of public meetings and, on 30 August 1989, released an Interim Report.

On 17 October 1989, Ontario Premier David Peterson announced broad provincial measures directed towards the planning and development of Toronto's waterfront. These took the form of four actions: a formal declaration of provincial interest, under the Planning Act, in the

waterfront area lying between Yonge Street and Ashbridges Bay, preventing major development until the area has been thoroughly studied; a provincial Order in Council giving David Crombie a mandate to report to the Province on waterfront issues along the western basin of Lake Ontario and to recommend ways of integrating the waterfront with upstream watersheds; support for an environmental audit of East Bayfront and the Port Industrial District, to be carried out by the Royal Commission; and appointment of MPP Ron Kanter to develop a Greater Toronto Greenlands Strategy to protect the upstream watersheds of rivers entering Lake Ontario in the Toronto area.

With an expanded federal-provincial mandate, Commissioner Crombie has continued researching waterfront issues, including environmental concerns and the relationships between the lake and the watercourses that enter it. Public hearings have recently resumed. During Spring 1990, hearings are scheduled for: a Green Strategy for the Greater Toronto Waterfront; waterfront transportation in a regional context; and environment and health issues. The subject area most closely related to ATARATIRI is the Green Strategy since it will be considering the Don River. The Don borders ATARATIRI and poses both constraints and opportunities for the site's development.

A strong theme that is emerging from the Commission's work to date is the need for inter-agency and inter-governmental cooperation in dealing comprehensively with waterfront and watershed issues. This message is particularly relevant to ATARATIRI because of the scale and complexity of the undertaking and the myriad of approval authorities that are involved in the planning process. The Royal Commission may represent an important means of securing the level of cooperation that will be necessary to deal effectively with environmental and flood issues that potentially impact upon ATARATIRI, but extend beyond it and beyond the City's immediate jurisdiction.

## CITYPLAN '91

The 15 year term for the targets and monitoring benchmarks in the 1976 Central Area Plan will be completed next year. Work has been underway for over a year on Cityplan '91 to provide new Official Plan policies and targets to guide development into the next millennium. Early in 1989, City Council appointed the Cityplan '91 Task Force, which is made up of over 40 people representing a broad range of interests and constituencies. The Task Force has recently completed a draft report on "Goals and Principles for a New Official Plan" and will be holding a series of public meetings in May 1990 to discuss the draft report's findings. Planning staff are working on detailed studies that respond to the principles being formulated by the Task Force. An Official Plan Proposals Report is being prepared for public release in Fall 1990.

The work on Cityplan '91 is timely since it will provide an overall policy context for ATARATIRI. Any targets or guidelines recommended by Cityplan '91 that apply to the Central Area will potentially affect ATARATIRI. In addition, there are a number of general policy areas being pursued by the Task Force and Cityplan '91 staff that will be relevant to ATARATIRI. Cityplan '91 will include policies related to the environment, heritage protection,

arts and culture, and the provision of community services and facilities. In many cases, the topic areas represent new or greatly expanded territory for City policy development. Studies that are underway for ATARATIRI touch upon all of these policy areas. Cityplan '91 will also deal with transportation and urban design issues. Again, this provides overlap with work being conducted in a more directed way for ATARATIRI. With the similarity in report scheduling, Cityplan '91 and the ATARATIRI Part II Plan should emerge as parallel and complementary documents.

## THE GARDINER LAKESHORE TASK FORCE

Council established the Gardiner Lakeshore Task Force in 1987 to examine a broad range of urban design and planning issues related to the Gardiner Lakeshore Corridor. The principal goal of the Task Force is to develop a long range civic design strategy and urban design guidelines which can be implemented together with physical rehabilitation measures to improve the relationship of the Corridor to Toronto's waterfront. Many of the issues being examined by the Task Force deal with the visual character of the Corridor. Work to date has stressed the need to develop a cohesive image of the Corridor and to promote its integration with surrounding areas.

A consultant study was published in September 1988. Public meetings were held during the Summer of 1989 to discuss its findings on an area-specific basis. In Fall 1989, consultants were hired for a Civic Design Study in the Area of the lower Don River to follow up on some of the issues raised in the September 1988 report.

One of the ideas being investigated by the lower Don study is shifting the sweep of the Gardiner Expressway. This notion would have the Gardiner moved north against the railway corridor between Cherry Street and its intersection with the Don Valley Parkway. The suggested realignment has a potential impact on ATARATIRI since it brings a major source of noise, dust and vehicular emissions much closer to the new community. The preliminary findings of the consultants indicate that the proposed realignment would be very expensive and pose several operational and aesthetic difficulties.

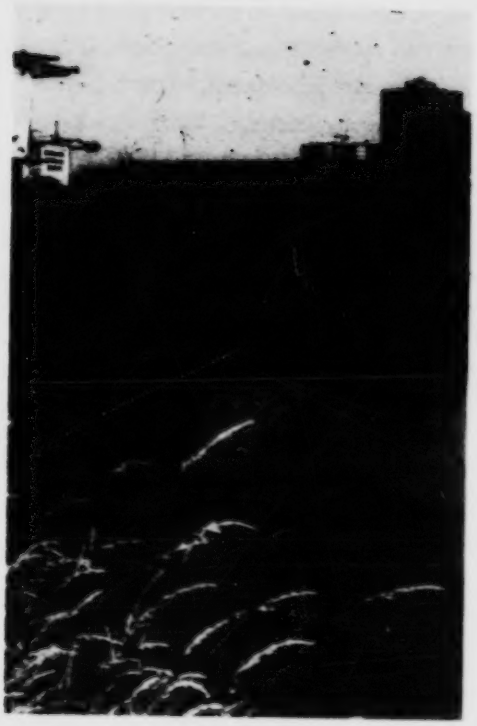
Consistent with the Task Force theme of integration, the consultants are currently exploring means of connecting the waterfront areas south of the Corridor to open space opportunities upstream along the lower Don River. This work relates directly to the open space strategy being developed for ATARATIRI.

## THE LOWER DON RIVER TASK FORCE

City Council established an Interim Don River Clean-up Task Force in September 1989. The formation of the Interim Task Force came out of a recommendation approved by Council in February 1989 that the Don should be cleaned up by the year 2001. The current mandate of the Interim Task Force is specific to promoting community participation, open space restoration and linkages between the river valley and adjacent communities.

At the time of writing, the Interim Task Force had prepared a report for submission to the City Services Committee regarding its proposed 1990 work programme. One of the major areas of inquiry suggested by the Interim Task Force is

a co-operative study of open space along the lower Don River in order to identify potential connections among a variety of projects (including ATARATIRI) that are now underway. The general approach of the Interim Task Force, therefore, is consistent with the theme of integration and interconnectedness that is being forwarded by the Royal Commission on the Future of the Toronto Waterfront and by the Gardiner Lakeshore Task Force. The Plan for ATARATIRI can further these aims.



The Don River will border a natural park in ATARATIRI.

# 3. PUBLIC PARTICIPATION

The planning process for ATARATIRI has involved the public in a number of significant ways. This involvement has been premised on the belief that ATARATIRI represents a major addition to the City mosaic in which all citizens of Toronto have a potential interest.

To date, the public has shown a keen and steadily increasing interest in ATARATIRI, as indicated by growing attendance at public meetings, a constant flow of phone and written inquiries, and a burgeoning mailing list. Many citizens are merely curious about what is being planned and wish to know about the proposal and how it might affect them. Others who contact staff directly or at meetings, however, have more specific interests and take advantage of occasions to contribute their views.

The condition of the site is a concern from an environmental and health perspective. Citizens generally want assurances that the area will be cleaned up properly and become a safe place to live and work. Indeed, many people view ATARATIRI as an important opportunity to improve an environmentally degraded portion of the City and to complement similar initiatives being undertaken on the lower Don and along the Waterfront.

The overwhelming topic of public interest based on written and verbal submissions and comments at public meetings, however, has not been the environment, but has been ATARATIRI's social and physical character. The most common question has been, "Who will live in ATARATIRI?", followed by, "What will it look like?". Generally, people are concerned that ATARATIRI meets the housing needs of those who are most disadvantaged in the current housing market, whether these are families, senior citizens or people with special needs. In fact, the largest number of inquiries received by staff is from citizens who would like to live in the new community and want to have their names placed on a waiting list for accommodation.

ATARATIRI has captured the imagination of many Torontonians. The development holds much promise to these citizens and they would like to ensure that it meets their expectations. They appreciate the fact that ATARATIRI will make a major contribution to the stock of affordable housing in the City. Over and over again, they stress that ATARATIRI should be built to meet urgent housing needs, but be designed in such a way to fit in with the rest of the City and be a neighbourhood of which all citizens can be proud.

The community relations programme for ATARATIRI has had three main components, which are discussed separately. In addition to formal vehicles of public participation, public outreach is conducted on an ongoing, informal basis through direct staff contact and a number of presentations and site tours given to a wide variety of groups. These sessions have included numerous school and university classes, local environmental and other special interest groups, planners and professionals from out of town, and politicians and administrators at all levels of government. As well, ATARATIRI has been featured several times on local radio and community television programmes.

## THE NEIGHBOURHOOD ADVISORY COUNCIL

The cornerstone of the public participation process in planning ATARATIRI has been the Neighbourhood Advisory Council (NAC). This body was modelled on the tradition of a number of citizen committees that, since the 1970s, have advised staff and Council on many major planning and development issues. The planning of the St. Lawrence Neighbourhood, for example, was guided by a similar advisory committee.

The mandate and membership of NAC was discussed at the Neighbourhoods Committee and Council during September and October 1988. Its primary role is to act as a "surrogate public" in advising staff and Council on all matters related to the planning and development of ATARATIRI. Where citizen committees have been established to participate in neighbourhood planning exercises, a mix of local residents, businessmen and elected representatives usually has been involved. In the case of ATARATIRI, key people were sought to represent interests that are not yet located at the site since an entirely new community is about to be created.

Appendix B outlines NAC's membership. Local resident, business and industrial interests are represented through people nominated by the relevant organizations in the area. Housing providers are represented on a sectoral basis: Cityhome, community non-profit, non-profit cooperative, and private market developers. Environmental and public health interests are represented by a member of the Conservation Council of Ontario and a University of Toronto epidemiologist. The Director of a nearby settlement house represents social and community service concerns. A local community development worker represents community-based economic development interests. The needs and interests of the elderly and people with disabilities are represented by a planning consultant who was a founding member of the Mayor's Task Force on the Disabled and Elderly. The Director of Urban Studies at York University brings expertise in the quality of urban life. Finally, the political representatives on NAC are the City Councillor, the Metro Councillor, the public school Trustee and the separate school Trustee.

Appendix C is a chronology of the salient events in the ATARATIRI community consultation process. It tracks NAC's meetings over the past one and a half years. The major public forums and meetings sponsored by NAC are also shown.

NAC met twice at the end of 1988 to become introduced to the basic development proposal and to one another. Members decided to meet in public on the third Tuesday of every month. At its first regular meeting held in January 1989, NAC endorsed a work programme prepared by staff and approved the creation of five subcommittees to monitor aspects of the study programme. The subcommittees are: Community Services and Social Structure; Economic Development; Environment; Finance and Development; and Land Use and Physical Design. In addition to NAC members, these groups include staff and, in some instances, outside resource people. Subsequently, two more subcommittees were struck: Communications; and Gooderham & Worts. The latter subcommittee was approved by the Land Use Committee of Council on 11 October 1989 to be the formal citizens "working committee" on

Neighbourhood Advisory Council. Back Row: Jacques Tremblay, David Gunter, Trustee Father Tom Day; Middle Row: Corky Cramer, Councillor Roger Hollander, Frances Frisken, Chris Smith, Harry Dahme; Front Row: Peter Oliphant, Trustee Pam McConnell, Elspeth Heyworth, Barbara Thornber, Councillor Barbara Hall; Absent: Sassy Waddell, Pamela Cluff, Dan McLean, Niall Byrne, Bud Binney, Dino Chiesa.

planning matters related to the Gooderham & Worts property adjacent to ATARATIRI. Its membership includes representatives of the property owners directly affected by the study and people drawn from broadly-based heritage and arts organizations, as well as NAC members.

One of the first tasks undertaken by NAC was to identify a new name for the proposed development. Initially labelled "St. Lawrence Square", this term had proved to be confusing because of its association with the existing St. Lawrence Neighbourhood, Market, and Hall. In January 1989, advertisements were placed in community and daily newspapers inviting suggestions for a new name. Over 150 submissions were received. From the many suggestions, NAC decided that it was appropriate to adopt a Native name for the new community. It asked for the assistance of the Toronto Historical Board and John Steckley, a specialist in Native linguistics at Humber College. The final choice was "ATARATIRI", the name of a thriving Huron village in the 1630s and 1640s near present-day Midland, Ontario. The name literally means "supported by clay" and relates to the clay-bearing soils found near many rivers in southern Ontario. City Council approved NAC's recommendation at its meeting of 18 and 19 May 1989.

For most of 1989, NAC's major role was advising staff on all aspects of the various studies that were commissioned during this period. Early in the year, Council authorized the Commissioner of Housing to issue proposal calls on the basis of terms of reference approved by NAC and to select consultants with the concurrence of NAC (clause 17 of Neighbourhoods Committee Report No. 5, ECR No. 8). Usually at the subcommittee level, NAC members would critique draft terms of reference for the different consultant studies, participate on consultant interview committees, comment on work-in-progress and discuss the studies' findings and recommendations. This has resulted in several subcommittee meetings each month, in addition to the regular NAC meetings.

At a typical monthly meeting, NAC would consider the progress of the various studies, as reported by the appropriate subcommittees, and also discuss broader issues. For example, a good deal of time initially was spent defining a comprehensive list of goals and objectives for the development. Members of the public attended the NAC monthly meetings as observers.

By mid-Summer 1989, all of the broad issue areas had been touched upon in NAC meetings and had been presented to the public for feedback. NAC felt it was in a position to refine and consolidate its assessment of the major goals and objectives for ATARATIRI. An all-day "retreat" was held on 29 July 1989 for this purpose. The outcome of this session is discussed in section 4 of this report.

In Fall 1989, a number of the preliminary studies had been completed and NAC felt it was time to begin synthesizing the findings into a coherent (albeit roughly focused) vision for the new community. This led to another all-day retreat held on 22 November 1989. The conclusions of this session formed the starting point for the present report.

By the end of 1989, NAC recognized that its primary responsibilities were shifting. Work on more detailed studies was commencing. The emphasis in many cases was turning from data collection and analysis to synthesis and implementation strategies. Moreover, the overlap among the various study streams was becoming apparent and it was no longer appropriate to discuss the different findings in isolation. Although input from the broader community had been received at various points along the way, many members of NAC felt a more frequent and open public dialogue was now necessary due to the more advanced state of the work programme. Citizens attending monthly NAC meetings as observers did not have an opportunity to join in the discussion and periodic public forums or symposiums were thought to be insufficient. Consequently, NAC decided to restructure itself and adopt a new meeting format.

In the Spring 1990, the five original NAC subcommittees merged into two new subcommittees: Community Development and Land Development. The mandates of the new subcommittees recognize the emerging emphasis on implementation and the interrelatedness of the workstreams now underway. Hence, the Economic Development Subcommittee and the Community Services and Social Structure Subcommittee will form the Community Development Subcommittee and focus on developing strategies for the coordinated delivery of community and social services and for local economic development and job creation. The Environment, Finance and Development and Land Use and Physical Planning Subcommittees will come together as the new Land Development Subcommittee and will concentrate efforts on determining the physical and financial requisites for creating serviced and clean parcels for development.

To receive more regular feedback from the community at large, NAC is now alternating its monthly meetings between working sessions for members only and open meetings that invite comments and suggestions from the public. The open meetings, which began in March 1990, feature presentations on various topics followed by question and answer periods, at which time NAC members and staff respond directly to the concerns and issues raised by the audience.

The 20 March 1990 NAC meeting attracted a standing-room-only audience at Dixon Hall, a local community centre. To initiate discussion, the consultants for two of the recent planning studies summarized some of their findings. NAC members then discussed the many related issues that were raised from the floor.

## PUBLIC MEETINGS

In addition to the regularly scheduled NAC meetings, the public has had, and will continue to have, many opportunities to consider progress on ATARATIRI and to provide feedback.

The normal Part II Official Plan process involves public meetings at the Proposals Report stage as well as at the Final Recommendations Report stage. Meetings in the community are usually sponsored by the Planning Advisory Committee. At City Hall, citizens have the opportunity to make deputations on the proposed plan to the Land Use Committee. Often public input is invited before the Part II proposals report is

submitted. The present report does this, being the subject of deputations at the Executive Committee of Council.

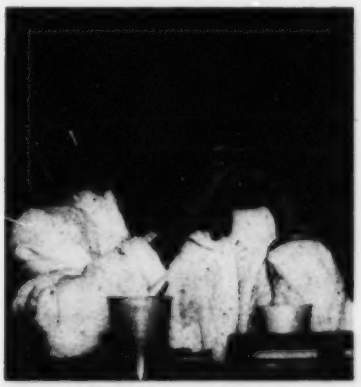
The situation with ATARATIRI is unique in that two other parallel approval streams are required: one to deal with the conditions of the Environmental Assessment exemption order; and a second to fulfill the requirements of a flood plain Special Policy Area designation. Both processes incorporate additional opportunities for public comment. For example, the Environmental Evaluation Study will be made available to the public for a full 30 days before a special meeting is called to discuss its findings and recommendations.

The formal meetings mentioned above do not necessarily provide for complete information sharing and two-way dialogue. They are also scheduled toward the end of the planning process and hence preclude input at the formative stages of plan preparation. Consequently, NAC and staff have sought additional forums and venues to engage the community at large in the ongoing planning process.

Three public forums were sponsored by NAC in the Spring and Summer of 1989 to discuss: the environment; physical design; and social and economic development issues. Each was advertised in the daily and community newspapers, and notices were hand-delivered to over 5,000 local residents.

The 01 June 1989 public forum on the Environmental Evaluation Study process was held at Castle Frank High School. The consultants for the various environmental sub-studies were

NAC members, Dan McLean and Harry Dahme, participate in the first environmental public meeting.



Ann Medina moderates the ATARATIRI Design Forum, "Building the Neighbourhood".

introduced and questions from the floor were answered. Approximately 50 people attended the meeting, including representatives from the Ministry of the Environment.

A forum on the physical design and planning of ATARATIRI, titled "Building the Neighbourhood", was held on 10 June 1989 at the Canadian Stage Theatre on Berkeley Street. Journalist Ann Medina moderated a panel of distinguished experts from a variety of fields: artist Charles Pachter; Toronto architect Edward Jones; sociologist Gerda Werkerle; developer Murray Goldman; and New York architect Alan Melting. Each discussed what he or she felt were the essential design ingredients for a successful neighbourhood. Members of the audience were then invited to offer their ideas and comments. About 140 people attended.

On 25 July 1989, the public forum, "Living and Working in a New Community in the '90s", was held at Dixon Hall. Its focus was social and economic development issues. After presentations from two of the consultants hired by the City to research these areas, many of the 170 people attending the meeting joined in a lively discussion of concerns and suggestions.

When the first round of urban design studies was completed in the Summer of 1989, the proposals from the four architectural firms that had participated were displayed in the City Hall rotunda during the week of 25 September 1989. Comment sheets were available to record viewer reactions. An expanded exhibition of the same material was then mounted from 16 October to 15 November 1989 at the gallery of the University of Toronto School of Architecture. A public symposium on these ideas was held at the University on 25 October 1989. About 250 people attended.

## PRINTED MATERIAL

To date, two newsletters sponsored by NAC have been widely distributed in the area. A third issue is planned for Spring/Summer 1990.

The first newsletter (published in May 1989) introduced ATARATIRI by describing the goals of the development and the planning process. It identified the roles of NAC and staff and announced the future public forums. The second newsletter (distributed in September 1989) discussed the results of the NAC-sponsored naming contest and described the ongoing work of the various NAC subcommittees. The newsletters were hand-delivered to over 5000 households in neighbouring Corktown, St. Lawrence and South Riverdale, and sent to everyone on the growing ATARATIRI mailing list.

Two other ATARATIRI publications have been widely circulated. The first Business Plan was published in January 1989. The Business Plan is a reporting requirement of the Province; a second is in preparation and will be published imminently. The Housing Development Agreement between the City and the Province also requires an annual report to the Ministry of the Environment on progress related to environmental planning. The first was published in November 1989 and has had broad public exposure. The next environmental annual report will be prepared over the coming Summer.

All of the printed material cited above, the

minutes from NAC meetings, the minutes and transcripts from tapes of the public forums, and the final reports by consultants are accessible to the public at a number of locations. These repositories are listed in Appendix D and include public libraries and universities. Due to limited numbers and expense, the consultant studies and meeting records must be viewed at these locations; other documents such as the July 1988 Preliminary Concept Plan, the Business Plan and the Ministry of the Environment Annual Report, can be purchased from the Resource Centre at City Hall. The newsletters are free upon request.

The outcome of the extensive public participation process to date has been a mailing list of over one thousand names. It is still growing. All of the listed individuals receive newsletters, NAC meeting agendas, and announcements of public forums and other ATARATIRI-related events.

## FUTURE OUTREACH

The community relations programme for ATARATIRI anticipates a continuation of the public processes outlined above.

NAC meetings open to the public will be held in May and August 1990. The draft Environmental Evaluation Study will be made available near the end of the coming Summer and a major public meeting held in the Fall of 1990 to discuss it. Also in the Fall, public meetings will be held to invite comments on the Part II Official Plan Proposals Report.

The second ATARATIRI Business Plan and the third newsletter will be published shortly. The second annual report to the Ministry of the Environment will be available during the Summer of 1990.

# 4. PRINCIPLES

In the early stages of the ATARATIRI planning process, staff and NAC members spent a good deal of time coming to grips with what kind of community should be developed. Who will live and work there? What will it look like? How will it actually work? The final plan for ATARATIRI will attempt to answer these questions, based on the research that is underway. It is important to have some general goals in mind, however, in directing this research and in evaluating the study results as they come forward.

The process of identifying planning goals for the new community was initiated in December 1988 at a full day brainstorming session that involved several invited experts coming from a range of backgrounds and having varied perspectives. The outcome was a rich assortment of notions about what elements of a community seem to work well and should be replicated, if possible, in the planning of new neighbourhoods. These ideas were shared with NAC and had a catalytic effect on the NAC subcommittees, which then sought to develop more specific planning objectives from their own individual perspectives. The public forums that were held in June and July of 1989 were in part intended to evoke public feedback on the goals and objectives then being discussed by staff and the NAC subcommittee members. The process culminated in an all day NAC retreat on 29 July 1989, when all of the ideas generated to date were viewed together and participants attempted to make some sense of an emerging vision of what ATARATIRI should be.

As the number of individual objectives for ATARATIRI burgeoned with each new iteration of the goal-setting exercise, certain threads began repeating themselves to form a discernible pattern. To make this pattern more legible and to emphasize the common elements that have developed, the following discussion will be organized according to four salient planning principles: HEALTH AND SAFETY, INTEGRATION, DIVERSITY, AND ACCESSIBILITY. These principles accord well with the three basic themes proposed for Cityplan '91: managing growth, improving the quality of life, and promoting social equity. As noted below, the planning objectives for ATARATIRI also reinforce Council's goals for a Safe City and for the Healthy City Initiative.

## A SAFE AND HEALTHY COMMUNITY

First and foremost, ATARATIRI should be a safe place for residents and workers. Its development should promote good health.

The most immediate concern is the local environment. Over a century and a half of industrial activity has left its legacy in terms of a contaminated and physically degraded site. Changing the use of these lands from heavy industry to a mixture of residential, commercial and light industry will have a direct positive impact on the local environment. Beyond this, a thorough research programme is underway to determine the extent of on-site contamination as well as the impact of off-site sources of noise and air pollution. Appropriate remediation strategies will have to be developed on the basis of the study results. Policies and procedures should then be recommended to ensure that adequate site clean-up occurs.

The lower Don River presents a health and safety risk because it is subject to flooding. The

full extent of the flood risk is being studied and a set of policies and practices must eventually be agreed upon with the approving authorities to provide the site with a reasonable level of protection.

Remediation of the physical environment alone will not ensure a safe community. The design of the new neighbourhood should promote safety and discourage public violence. The street layout, organization of traffic, design of open space and basic site planning should all serve a protective function for future residents and workers, especially for those who are most vulnerable - women, young children, and the elderly.

The health and well being of ATARATIRI's population will also be strongly affected by the adequate provision of community services and facilities. The City must see that the appropriate social supports are in place to serve the new community. As the neighbourhood is developed and occupied, the residents should be involved in planning these services to ensure they will be suitable and brought onstream in a timely manner.

The HEALTHY TORONTO 2000 report recommends that the City works towards creating physical and social environments that are supportive of health and that the City advocates a community-based health services system. Further, the City should be committed to reducing inequities in health opportunities in Toronto. The objectives for ATARATIRI outlined above and those encompassed by the other planning principles to follow are consistent with the goals of the Healthy City Initiative and aim to promote a healthy community within ATARATIRI.

## AN INTEGRATED COMMUNITY

The concept of integration applies equally to ATARATIRI's position within the larger urban community and its internal development and organization. Externally, the new neighbourhood needs to be woven into the fabric of the larger city. It should be neither socially nor physically isolated.

One practical requirement to ensure the physical integration of ATARATIRI with the City is to develop the necessary automobile, pedestrian, bicycle and transit links. ATARATIRI should be both a destination and a through route for citizens of Toronto; in other words, it should be convenient to visit ATARATIRI as a legitimate destination in its own right as well as to traverse the community to nearby regional attractions, such as the Don Valley.

In economic terms, ATARATIRI will be part of the greater regional economy. This provides an exciting opportunity for ATARATIRI to develop products and services that serve regional needs and contribute to the City's overall vitality and economic stability. It also requires, however, that newly established businesses recognize the continuing and future role of businesses already existing in the area.

From an environmental viewpoint, integration refers to a recognition of ATARATIRI's position within a larger ecosystem. At a minimum, the development should not degrade the surrounding physical environment; no one should be worse off because of its construction and occupation and the possible impact that

**ATARATIRI will be an accessible community.**

this will have on noise, vibration and the quality of soil, air and water. Optimally, the development of ATARATIRI should go beyond these minimum standards and result in a net positive contribution to the surrounding physical environment.

Internally, integration should be reflected in a community that is cohesive physically, socially and economically. The building forms should "fit" together (but not necessarily be the same), open spaces should relate well to the structures that frame them, and variety in design, scale and detail should be stimulating but never discordant. A commitment to excellence in the design and construction of public spaces will ensure that ATARATIRI's streets, squares and parks serve an integrative function, with residents taking pride in their neighbourhood and city.

Similarly, social integration should bring together a mix of household types, income levels, special needs groups and forms of tenure in an harmonious relationship. Opportunities should exist to integrate work and living space, if not in the same unit or same building, at least within the same neighbourhood. ATARATIRI should be an "inclusive" community in all senses of the word.

Finally, integration within the local economy should be promoted by a blend of non-residential uses that respond to the local demand for goods and services and create a stable employment base for the local work force. To the extent that new businesses reflect a common theme, synergies may develop that have broad ranging benefits. Public institutions can contribute to this collective image and reinforce private industrial and commercial activity.

## A DIVERSE COMMUNITY

Diversity celebrates the richness of variety and suggests a certain intimacy of scale and detail that is sensitive to the level of the individual.

In terms of physical design, these notions can be manifested in a finely textured grain of streets and blocks. Massive monoliths should be avoided; rather, building facades should relate to a human scale, blocks should be seen as comprising smaller components, and architectural detailing should convey an appearance of diversity and character. In moving through the community, one should visually experience surprise events as breaks in the regular pattern are encountered. A number of developers and architects should be involved (though working under the guidance of good urban design standards). A variety of open spaces serving different needs and purposes is preferred over a single, large, undifferentiated park. In terms of land uses, there should be a mixture of activities occurring across the site; even within individual buildings, a variety of compatible uses and users should be encouraged to co-exist.

In social terms, ATARATIRI should contain a broad spectrum of household types: young and old, families and singles, poor and not-so-poor, renters and owners. Various special needs groups should be accommodated, including, for example, the frail elderly, the disabled, refugees, the chronically homeless, disadvantaged youth and abused women. Again, smallness is important. The mammoth "projects" of the past are eschewed.

Diversity also extends to the provision of community services. A number of different facilities are needed and various providers should have roles to play in their development. Multi-use establishments are favoured over single purpose, stand-alone institutions.

A variety of industrial and commercial activities is necessary to ensure a range of services and a selection of job opportunities. Encouraging a number of smaller businesses will also reduce the community's dependence on a few large enterprises. This in turn may lead to more community control and economic autonomy.

A diverse community is one that responds more readily to change. In planning ATARATIRI, flexibility is of paramount importance. The neighbourhood being planned must be capable of adjusting throughout its development as the greater social and economic context evolves and as physical changes in the environment occur. Most significantly, the planning and development of ATARATIRI should be a dynamic process that involves the new residents and workers as they occupy the area.

## AN ACCESSIBLE COMMUNITY

One aspect of accessibility has been discussed in terms of the physical integration of ATARATIRI with the larger urban context through improved automobile, pedestrian, bicycle and transit links. Physical accessibility within the new community will also require that the block layout, site planning, and design of buildings and open space accommodate people with varying levels of mobility, especially young children, the elderly and those with physical disabilities.

Planning a truly accessible community is more than an exercise in physical design, however. Accessibility also connotes social equity, the ability of all members of society to participate fully and equally in community life. In creating a diverse and integrated community, a range of housing and employment options should be generated. Choices must be available for all social groups, particularly those who are disadvantaged. Indeed, to the extent that many groups face limited alternatives in the current housing and job markets, these parties should, to the practical extent possible, be given priority.

Accessible community facilities will be critical to the success of the new neighbourhood. If ATARATIRI is to welcome the participation of a broad range of residents and workers, many of them with special needs, the social supports must be available to facilitate their effective functioning within the community.

# 5. ENVIRONMENTAL PLANNING

## PROGRESS TO DATE

### (A) ENVIRONMENTAL EVALUATION STUDY

As described in section 1, one of the main conditions of the Environmental Assessment Act Exemption Order is the requirement for an Environmental Evaluation Study. The results of this study will determine what measures are needed to make the site suitable for redevelopment. It will provide a thorough and in-depth analysis of environmental conditions at ATARATIRI.

SENES Consultants has been hired to prepare the final report, which will synthesize the results of a number of separate studies. Six sub-studies are underway to identify environmental, human health and safety concerns associated with redeveloping the site. Each study will propose solutions to ensure that development proceeds in an environmentally sound manner and will identify additional research that may be required.

The Exemption Order requires that the Environmental Evaluation Study include a risk analysis of injury or damage from flooding. As described separately below, a flood protection study is underway to satisfy the requirements of a Special Policy Area (SPA) designation for the lower Don River. The terms of reference of this study were broadened to include a risk analysis. Thus, the final flood protection report will satisfy requirements associated with both the City's SPA application and the Exemption Order. The SPA Technical Committee includes, as an observer, a representative of the Ministry of the Environment.

Trow, Dames & Moore has been hired to carry out the Soil and Water Management Study. The consultants are building upon the results of preliminary investigations carried out in 1988 by three other firms. The current research programme is testing for contaminants that were not analyzed previously, collecting additional samples to refine the estimated extent of contaminated soil, and sampling ground and storm water. The results of these investigations, and of the Health Risk Study, will be used to prepare a comprehensive soil and water management plan. The plan will define areas requiring remediation, identify alternative strategies and recommend a preferred approach for clean-up. A draft report has been received. Discussions are ongoing with Ministry of the Environment staff in order to establish an appropriate process to review the study results and to agree upon suitable decommissioning standards and procedures. The results of these negotiations will be contained in the recommendations of the Environmental Evaluation Study.

An Air Quality Study is being conducted by Rowan Williams Davies & Irwin Inc. The study will characterize present and future ambient air quality in the vicinity of the site on the basis of existing monitoring data and numerical modelling. It will identify sources of emissions that may adversely affect air quality at the site and will recommend measures to reduce or eliminate their effect. A draft report has been received and, based on an initial staff review, the consultant is following up with additional work prior to submitting a final report.

A Health Risk Study is being conducted in order

to develop a health-based rationale for the soil management plan and for any measures that are needed to improve local air quality conditions. The study is being done jointly by CanTox Inc, and SENES Consultants Ltd. The consultants are working with the data generated by the Soil and Water Management Study and the Air Quality Study. They will assist in identifying soil quality guidelines for those compounds that have been found in ATARATIRI, but for which Province-wide guidelines do not exist. They will then suggest how guidelines should be applied to contaminants at depth. Further, the consultants will determine whether or not protective measures will need to be incorporated into building designs to reduce the exposure of future residents to airborne contaminants. Due to its dependence on the results of other studies that are not complete, the draft Health Risk Study report has not yet been submitted.

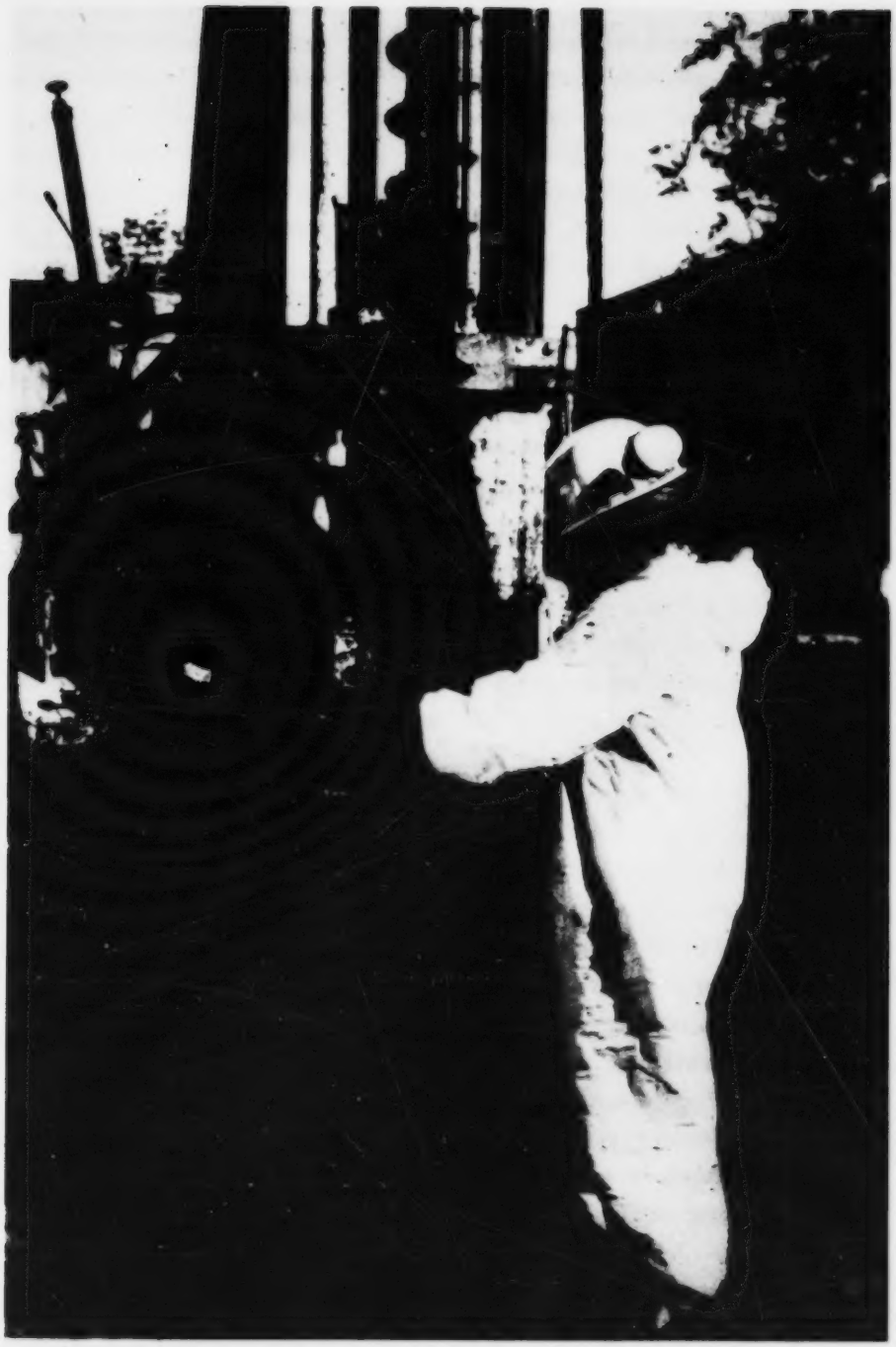
The Noise and Vibration Study conducted by Vibron Limited has been completed. It assesses present noise and vibration conditions across the site. It projects likely future changes due, primarily, to road and rail traffic, in order to assess their potential impact on the proposed development. The study recommends ways of ameliorating or preventing adverse noise and vibration impacts. The consultants will be requested to comment later, from a noise and vibration perspective, on the site plan that is now at an incipient stage of development.

Concord Scientific Corporation is undertaking the Transportation and Fixed Facility Risk Study. The consultants are identifying and estimating risks to future residents and recommending ways of minimizing or eliminating such risks. They have focused their analysis of risk exposure on potential accidents involving hazardous goods on adjacent transportation systems and at facilities in and around the development site. This study has not been completed yet, but some preliminary findings have been submitted.

(B) FLOOD PLAIN PLANNING

The Special Policy Area approval process and the role of the SPA Technical Committee were described in section 1 of this report. The City had engaged Marshall Macklin Monaghan to conduct a flood study for ATARATIRI in January 1989 and an informal working group comprising basically the same membership as the Technical Committee began meeting at that time in anticipation of eventual SPA approval-in-principle.

The conditions attached to approval-in-principle required further work by the consultants. These conditions called for the City to examine a range of flood protection approaches, to investigate the impact of flood mitigation on surrounding lands, and to take into consideration any related environmental issues. After completing the additional work, the consultants submitted a draft report that has been reviewed by the Technical Committee members. In response to comments by the other agencies, the consultants are currently undertaking research of specific issues that require elaboration or clarification. In addition, Marshall Macklin Monaghan has been hired by the City to commence a study of the balance of the lower Don River flood plain outside of ATARATIRI in order to fulfill the second phase of the SPA research stipulated in the approval-in-principle request.



**Drilling bore holes to test soil quality.**

## ISSUES AND EMERGING DIRECTIONS

### (A) SOIL AND WATER MANAGEMENT

Test results from the most recent soil sampling programme confirm that large areas of the site contain soils that do not meet existing guidelines for residential land use. However, contamination in most instances is confined to the surficial fill layer which is generally in the order of one to three metres thick across most of the site. Native soil beneath the fill generally meets residential guidelines, except at the Parliament/Front/Trinity/Mill block, and in isolated pockets noted below.

The contaminants of concern in ATARATIRI can be grouped into the categories of metals, polycyclic aromatic hydrocarbons (PAHs) and polychlorinated biphenyls (PCBs). Elevated metal concentrations are widely distributed across the site, which is not unexpected, given the area's history of industrial use. The majority of the metal contamination can be attributed to scrap yards, foundries, tanneries, coal yards and rail yard operations that have existed at various locations over the past one hundred years. Metal contamination may also have been brought to the site in imported fill. The results of the most recent sampling programme strongly suggest that metal contamination in large areas of the site is limited to the top 1.0 to 1.5 metres of fill.

PAHs are a family of organic compounds that come from the burning or heating of industrial or natural organic materials. They are often released into the atmosphere during burning processes and, as a result, occur widely in surface soils. This is the case at ATARATIRI. In addition, concentrations of PAHs above existing guidelines occur at greater depths in the Parliament/Front/Trinity/Mill block, where their presence is attributed to the past operations of a major coal gasification plant. Elevated levels of PAHs were also discovered at the northeast corner of the site, and are likely associated with contaminated fill deposited at this location in the past.

PCBs were widely used in electrical equipment as well as other uses. Their presence at ATARATIRI is limited to isolated areas of the site and generally can be attributed to current or past scrap yard operations. Since PCBs are relatively immobile in soils, the consultants recommend that more sampling be undertaken in the areas where PCBs have been located in order to minimize remediation requirements.

The results of the soil testing programme are shown in simplified form in Figure 7. Three soil quality categories are represented: areas that generally meet residential clean-up guidelines; areas that generally meet industrial clean-up guidelines; and areas that generally exceed industrial guidelines. The map shows that a large portion of the site contains soils that exceed residential standards; however, the depth of contamination in most cases is not great.

Figure 8 indicates the approximate volumes of soil at ATARATIRI associated with the different levels of contamination. The consultants estimate that about 65,000 cubic metres of soil can be classified as "registerable" or "leachate toxic". Material of this type is regulated as subject waste under Regulation 309 of the Environmental Protection Act (EPA). As shown in Figure 10, however, the bulk of the soil at ATARATIRI (approximately 415,000 cubic

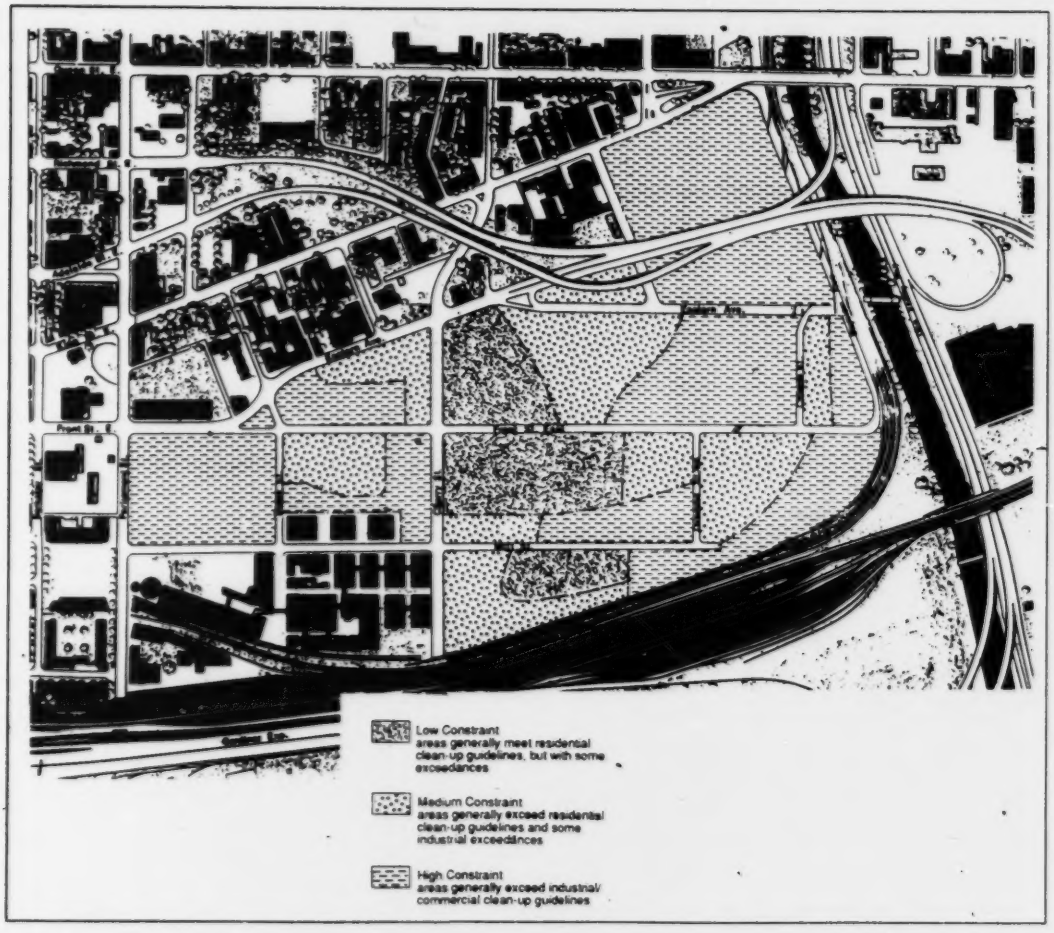

Low Constraint
areas generally meet residential clean-up guidelines, but with some exceedances
Medium Constraint
areas generally exceed residential clean-up guidelines and some industrial exceedances
High Constraint
areas generally exceed industrial/ commercial clean-up guidelines

**FIGURE 7 Soil Quality**

metres) falls into two "middle" categories of contamination. Material within these classifications is not regulated as subject waste under Regulation 309 of the EPA. The Ministry of the Environment Guidelines for the Decommissioning and Clean-up of Sites in Ontario identifies the general approaches that can be taken to manage this soil: excavation and off-site disposal; on-site management; or on-site isolation. The appropriate alternative, or combination of alternatives will be identified through discussions now underway with the Ministry of the Environment, the Ministry of Labour and the Medical Officer of Health, and made available for public review.

The groundwater field investigation programme found isolated occurrences of contamination in the interior of the site, and in two areas shown in Figure 9. Test wells in the southeast corner of the site, where Canada Packers is located, indicate elevated levels of organic contaminants. Groundwater at the former Consumers Gas site on the Parliament/Front/Trinity/Mill block also contains high levels of organic contaminants. In this area, off-site contaminant migration of coal tar residues may be a concern, particularly in the bedrock.

The consultants have identified a number of groundwater remediation options, including off-site disposal, physical/chemical treatment, bioremediation and isolation. These alternatives will be discussed with the approving authorities in order to arrive at a preferred option(s), which will be available for public review. The consultants also recommend that further testing be conducted once existing buildings have been demolished to delineate more accurately the

Consultant taking ground water sample for testing.

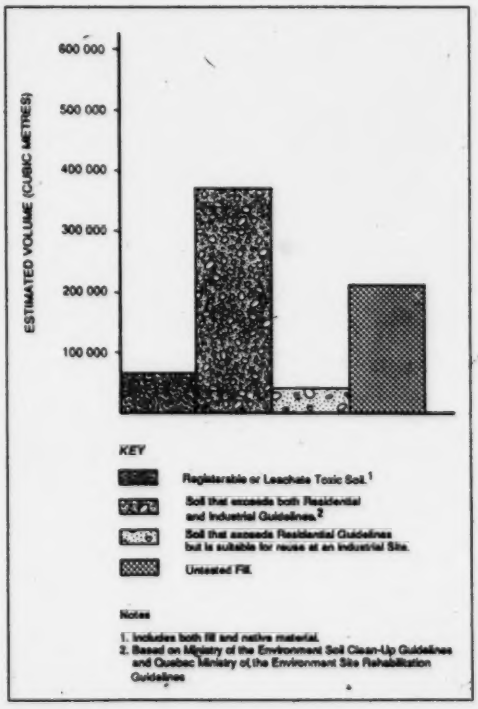

ESTIMATED VOLUME (CUBIC METRES)
600 000
500 000
400 000
300 000
200 000
100 000
KEY
Registerable or Leachate Toxic Soil.[1]
Soil that exceeds both Residential and Industrial Guidelines.[2]
Soil that exceeds Residential Guidelines but is suitable for reuse at an industrial Site.
Unsealed Fill.
Notes
1. Includes both fill and native material.
2. Based on Ministry of the Environment Soil Clean-Up Guidelines and Quebec Ministry of the Environment Site Rehabilitation Guidelines

FIGURE 8 Soil Classification

**Laboratory analyses of ground water sample.**

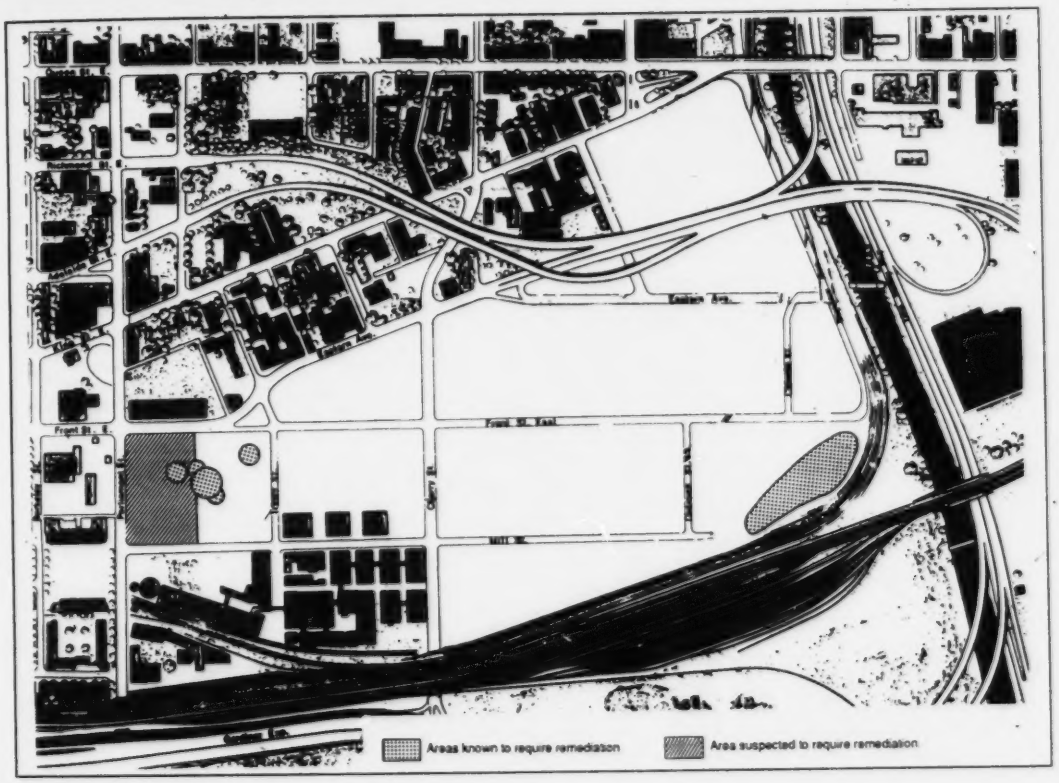



**FIGURE 9 Areas Requiring Groundwater Remediation**

degree and real extent of contamination in the identified areas and in areas that were not accessible during the initial round of sampling.

Stormwater sampling near an area of known groundwater contamination indicates that there is no evidence of contaminated groundwater entering the storm sewer system. There is also no indication of contaminant flushing from the groundwater into the storm sewers during storm events. However, groundwater quality in many areas of the site does not meet storm sewer guidelines.

Several recommendations relating to development phasing emerge from the soil and groundwater investigations. A staging area adjacent to each area being remediated could be established for temporary storage of soil. This area would be comparable in size to the area being remediated. Blocks and sites within blocks that are the most seriously contaminated should be given priority. This approach aims to reduce the possibility of recontamination of clean areas, and may result in a cost saving. Disposal costs for contaminated soil are continuously escalating and landfill space is diminishing.

(B) AIR QUALITY

The air quality research to date is based on an analysis of data from monitoring stations surrounding ATARATIRI and numerical modelling of both industrial and transportation sources of emissions that potentially impact the site. Air quality monitoring has not been conducted on-site.

Of the pollutants addressed in the modelling, ozone and total suspended particulates (TSP) in the vicinity of the site were found to exceed air quality criteria. High ozone levels are a regional problem throughout southwestern Ontario. TSP has both on- and off-site sources. On-site sources are expected to disappear with redevelopment, but this reduction may be offset over the longer term by emissions associated with increased traffic volumes. Nitrogen dioxide levels are expected to approach the provincial air quality criteria during certain weather conditions. Odours from nearby industries are likely to continue to affect ATARATIRI and the surrounding area, although at least one odour producing industry - Gordon Young at 554 Lake Shore Boulevard East - has been expropriated and will cease to be a problem once it is closed down. Volatile organic compounds have been detected during surveys of off-site industries, but at levels that are below the provincial guidelines.

In general, the areas of the site most affected by air pollutants are around its perimeter. Traffic emissions (both car and train) are major contributors.

Due to the limited availability of data on industrial sources of emissions when the initial draft report was prepared, the consultants are now conducting additional research in order to expand upon the existing information base. Once more detailed site plans for ATARATIRI's redevelopment have been prepared, the consultants will evaluate the various designs from an air quality perspective and recommend mitigative measures, if necessary.

## (C) ASSESSMENT OF HEALTH RISK

The primary aims of the Health Risk Assessment Study are to identify appropriate soil quality guidelines for compounds for which the Ministry of Environment has not yet established standards, and to assess the residual risk associated with the proposed soil and groundwater management plan.

With respect to soil quality guidelines, there appear to be two options available. One is to develop site specific guidelines for ATARATIRI. The second is to adopt residential clean-up guidelines previously developed for two former petroleum refineries in Oakville and Port Credit. These guidelines address many of the same compounds found at ATARATIRI and result from an extensive review process that included the Ministry of the Environment and the area Medical Officer of Health.

Each option has its advantages and drawbacks. Staff and the consultants are currently reviewing these factors and their implications for ATARATIRI. The final soil quality guidelines that are applied to ATARATIRI must protect human health and the environment. The final decision will have to meet the approval of the Ministry of the Environment and the Medical Officer of Health and be subject to public review.

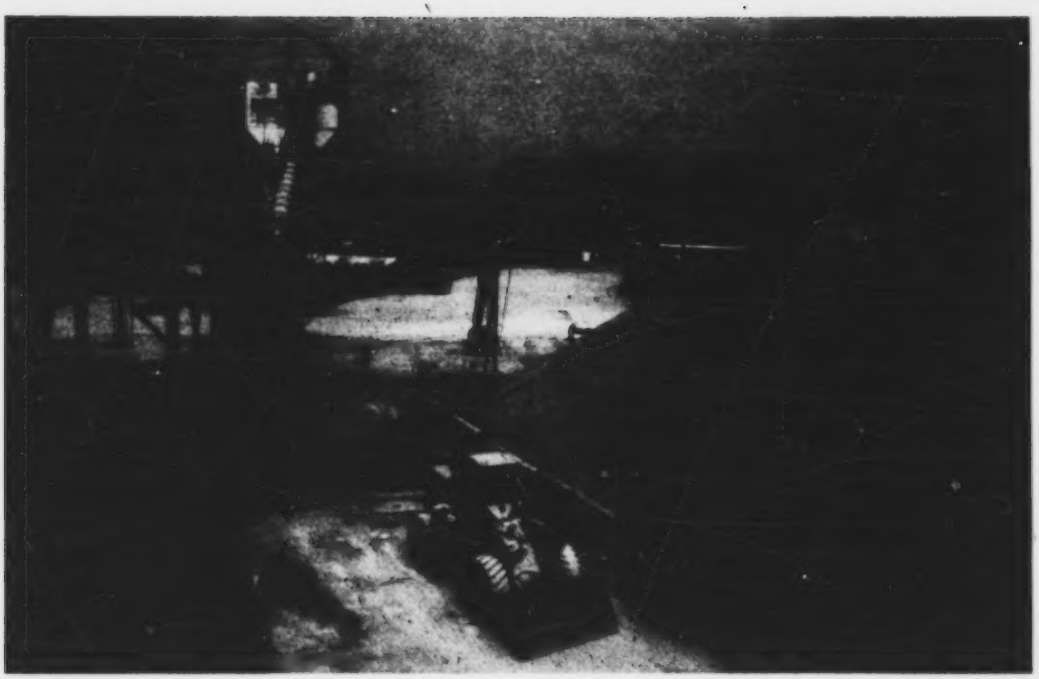
Once soil quality guidelines have been identified, the application of these guidelines to commercial and industrial land and to contaminants that occur at depth will need to be determined. This will involve an assessment of the residual risk of higher commercial and industrial guidelines and higher levels of contaminants at depth.

## (D) NOISE AND VIBRATION

The results of noise monitoring indicate that sound levels on the perimeter of the site are 10 to 20 dBA above the Ministry of the Environment's noise criterion for outdoor living areas, which is 55 dBA. These findings are shown in Figure 10. The major contributors are the road and rail corridors along the south and east boundary of the site, the Don sorting yards, the Eastern Avenue Diversion, and industry on the east side of the Don River.The consultants suggest that the existing and projected noise levels are high enough to be of concern but are not unacceptable. They discuss a variety of mitigation measures, including distance setbacks, site planning, the use of barrier buildings and architectural design. Based on these investigations, they conclude that adequate noise control can be designed into the development. The noise consultants will be reviewing future site plans for ATARATIRI in order to confirm that appropriate design measures have been incorporated. At the time of actual project construction, noise impact statements will be prepared for each building as a condition of development approval.

The Ministry of the Environment has adopted draft vibration criteria, which were developed by the Canadian National Railways, but has not yet included them in official guidelines. From the City's perspective, the criteria have no status beyond providing a convenient reference point. Potential sources of excessive vibration in the vicinity of ATARATIRI were initially identified as train traffic along the east and south borders of the site; streetcar movements along King Street East; and truck traffic on Bayview Avenue.

Subsequent research indicates that the high



**ATARATIRI's environmental clean-up of industrial lands will help to ensure a safe and healthy community.**

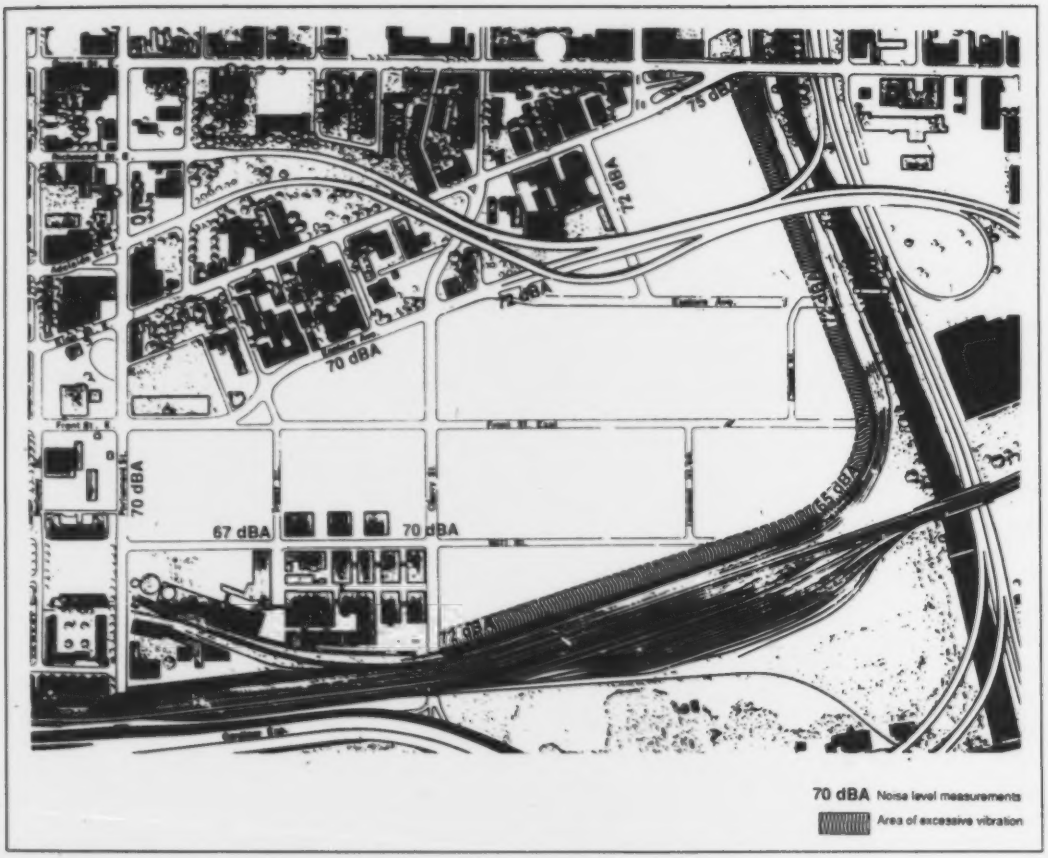



**FIGURE 10 Noise and Vibration (existing conditions)**

levels of vibration on Bayview are largely caused by concrete mix trucks associated with the McCord Concrete plant, which is an expropriated property that will cease operations with the redevelopment of ATARATIRI. Streetcar vibration measurements carried out along King Street show that vibration velocity levels are less than the draft criteria at a distance of eight metres from the streetcar tracks. Normal road allowances are wider than eight metres, so streetcar vibration is not likely to be a problem for ATARATIRI.

Vibration measurements made along the east and south perimeter of ATARATIRI registered levels above the draft criteria. From these results, the consultants were able to determine the necessary distance setbacks from the rail tracks beyond which vibration mitigative measures will not be required. The suggested setbacks vary from 17 metres to 30 metres and are indicated on Figure 10. The consultants recommend that no dwellings be located closer to the rail corridor than shown on the map unless features to mitigate vibration are incorporated into their structural design.

### (E) TRANSPORTATION AND FIXED FACILITY RISK

Preliminary results of the risk study indicate that the port facilities south of the site are unlikely to pose a significant risk to the future residents of ATARATIRI. The consultants identify shipments of gasoline through the Ship Channel as the only potential concern. They conclude that the separation distance from ATARATIRI (over one kilometre) is great enough that the direct effect of any accident would be negligible.

Due to data limitations, the risks associated with fixed facilities in the vicinity have not been quantified. Rather, the consultants identify the types of hazards that may be present in the various facilities and discuss possible mitigation measures. In particular, they note that the following facilities may be of potential concern: the railway sorting yards south of the site; the glycol storage areas on the adjacent Gooderham & Worts property; and a number of pipelines in the area carrying petroleum products. They recommend that further research be undertaken to determine the nature and extent of hazardous goods handling in the Keating and Don sorting yards. They also suggest that the presence of underground pipelines be an important consideration during detailed site planning and construction.

The preliminary study results indicate that rail transportation of hazardous materials around the site produces comparable risks to those found for other rail segments in the Greater Toronto Area. The southeast corner of the site is exposed to the highest risk as a result of the cumulative effect of the two main rail corridors (east-west and north-south), and four road links. The consultants discuss the impact on rail risk of varying the traffic levels along the rail corridors and of re-distributing the projected population densities away from the existing tracks.

The analysis of road risk is inconclusive at present due to the need for more refined traffic and accident data. The consultants are currently following up on these information requirements. Generally, it would appear that local streets in the area (e.g. Eastern Avenue, Cherry Street, Front Street East) are associated with higher

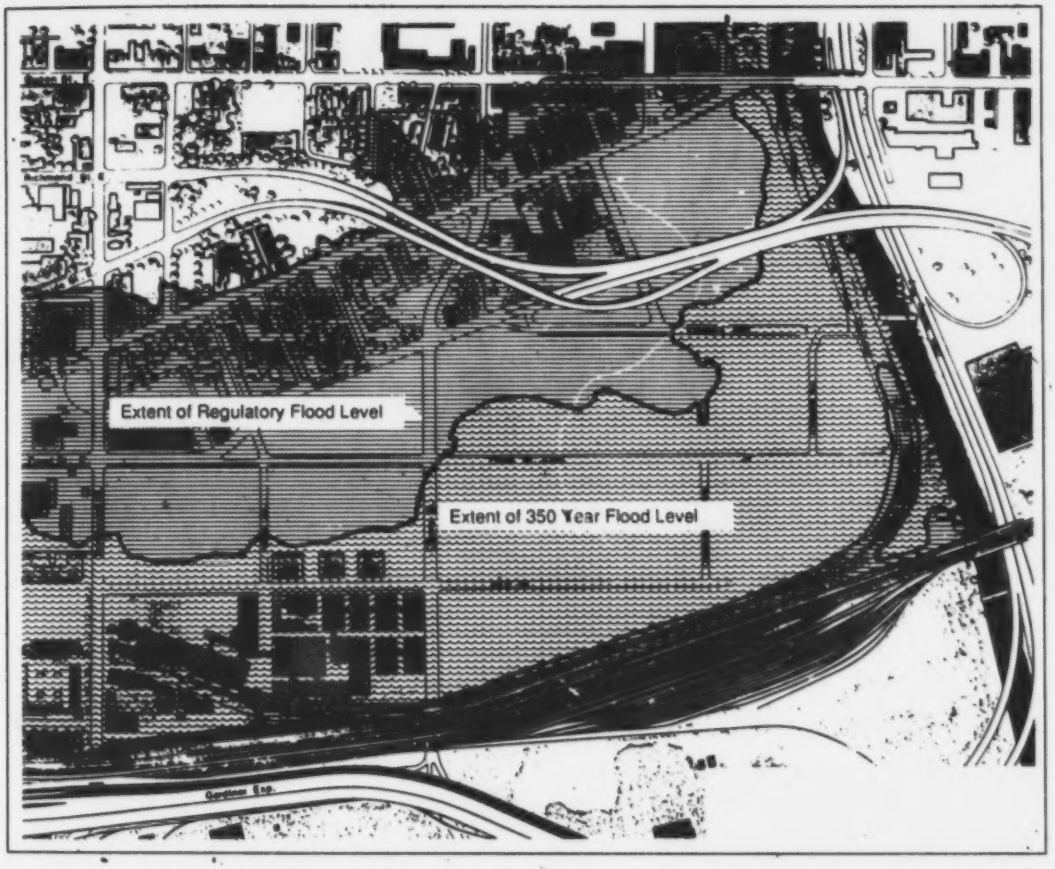



**FIGURE 11 Flood Levels Under Different Storm Conditions**

risks from the transportation of hazardous materials than the nearby expressways. This finding arises from a combination of greater accident frequency and a decreased distance separation from the affected population.

The risk analysis consultants will be reviewing the site plans for ATARATIRI as they are developed in the coming months. They will comment on the proposed siting, design and use of buildings from a risk management viewpoint.

(F) FLOOD PLAIN PLANNING

The regulatory flood for the Toronto area is based on flows that would result from the recurrence of a storm of the severity of Hurricane Hazel (1954), centred on the watershed of the river in question (Hurricane Hazel occurred over the Humber River watershed). In the case of the Don River, the projected flood levels would be so extreme for a storm of this magnitude that the consultants conclude that it would be neither technically nor economically feasible to protect the ATARATIRI site. In these circumstances, the SPA policies and guidelines provide for the consideration of floodproofing to less than the regulatory flood level.

The minimum level of flood protection permitted in an SPA under current MTRCA policy is the 350 year flood. A flood of this severity has a hypothetical return period of 350 years on average, based on an analysis of precipitation and snow melt records. The implication of having this level of flood protection is acceptance of an approximate 25 percent risk of flooding of buildings over the course of their economic lifetime (assumed to be 100 years). Figure 11 shows the extent of the 350 year flood under existing conditions in ATARATIRI.

The consultants have determined that it is feasible to protect the site from the 350 year flood by either constructing a dyke running parallel to Bayview Avenue between Front and Queen Streets East, or by filling the site to a similar elevation along its eastern limit and grading westward to existing grade. The fill option is shown in Figure 12. It requires approximately 50,000 - 60,000 cubic metres of fill, placed at a maximum depth of about 1.8 metres along the eastern perimeter. The consultants suggest this might cost between $250,000 and $500,000, depending on the availability of suitable clean fill material from ongoing excavations in the downtown area.

The fill option would redirect site drainage (surface and in sewers) towards Lake Ontario via Cherry Street. This would allow abandonment of four storm sewer outlets that currently drain into the Don River, which are substandard and surcharge in times of high river levels. This would improve overall site drainage and could also lead to an enhancement of the quality of surface runoff across ATARATIRI. Various stormwater management techniques appear to be practical for the development, including infiltration trenches and underground retention tanks. These will have to be examined further before physical servicing decisions are made. Staff are currently preparing the terms of reference for a study of stormwater management options. The consultants recommend the site filling option over the dyking option as the primary means of

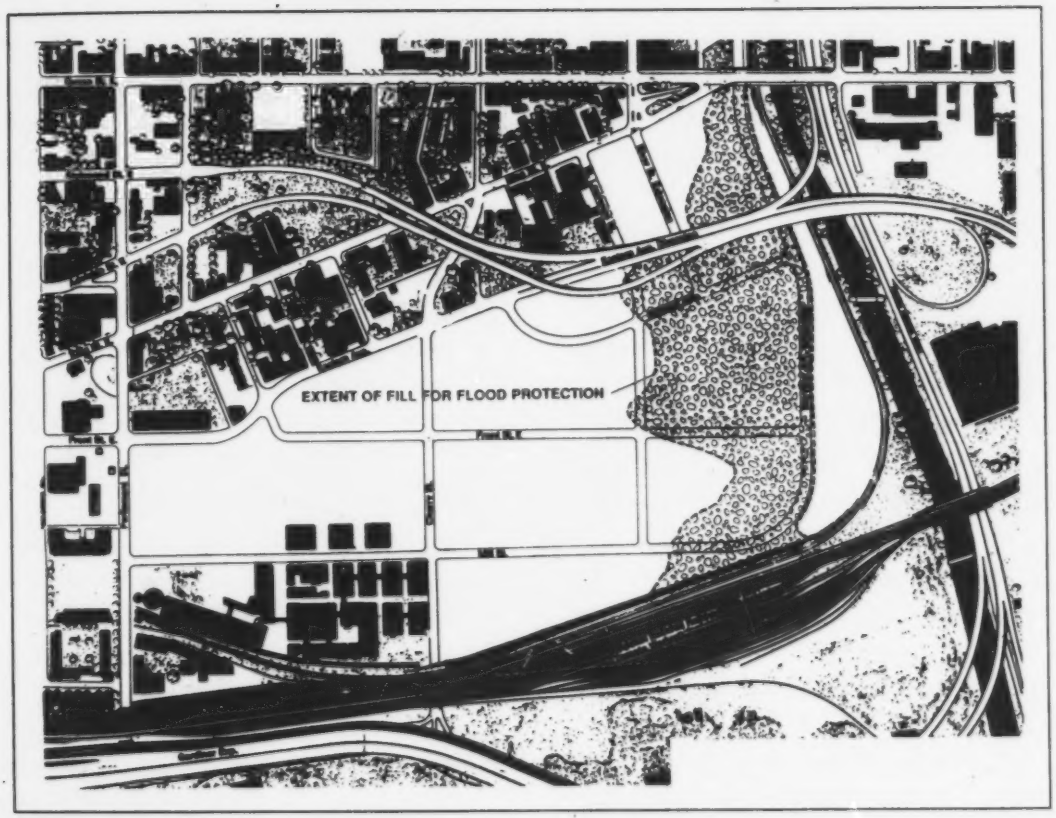



**FIGURE 12 Fill Flood Protection Option**

flood protection for the site.

The 350 year level of flood protection is premised on continuous dredging of the Keating Channel. If the Channel is allowed to silt up, upstream water levels would be raised considerably. The flood works suggested for ATARATIRI would be effective only for levels up to the 20 year flood. An additional 0.7 metres of height added to the fill or dyke, would provide protection for the 100 year flood. Construction beyond this level would not be feasible due to topographic constraints.

To provide protection beyond the design level of the proposed earthworks, the roads could be designed to act as overland flow routes in the case of overtopping. A swale constructed adjacent to the CNR tracks along the southern perimeter of the site could carry additional overflow.

The preliminary study has raised a number of issues in the context of the provincial policies and implementation guidelines. Currently, these are being sorted out through the SPA approval process, via regular Technical Committee meetings. Some concerns have been largely resolved while others require more research and discussion.

The most significant issue is the minimum level of flood protection that is acceptable for ATARATIRI. Protection to the 350 year storm has been accepted as a minimum standard in other municipalities within the MTRCA's jurisdiction. The difference elsewhere between the regulatory flood level and the design standard typically has been less than one metre, a depth not posing much risk of property damage or loss of life. In ATARATIRI, however, the regulatory storm would result in extensive residual flood levels throughout the spill zone. The deepest flooding under regulatory flood conditions would occur in the southern portion of the site, near the Cherry Street underpass, where ponding would begin once the capacity of the outlet was exceeded. Levels here would be in the order of 5 metres, gradually lessening in a northward direction to around 3.5 metres in the vicinity of Front Street and 1.5 metres at the northeastern extremity of the site.

It must be emphasized that the probable return frequency of a storm as severe as the regulatory event is unknown. This is due to the lack of historical data and the tremendous difference between recorded discharge rates and the flows projected for the regulatory storm.

At the Queen Street East bridge, the predicted discharge associated with the 350 year storm is estimated to be 425 cubic metres per second. This calculation is based on records kept since 1963. The most severe storm produced flows that were less than half this flow (207 m3/sec, recorded in August 1986). Computer models project a peak flow of 2016 m3/sec for the regulatory flood at this location. With flows of this magnitude, the channel capacity east and south of the site becomes the primary determinant of flood levels across ATARATIRI and beyond. The back-up of water behind a number of constrictions would cause a significant rise in upstream levels.

One possible means of lowering the flood levels under regulatory storm conditions is to widen the entire channel from Queen Street East to the

Lake. On the basis of a coarse cost-benefit analysis, the consultants dismiss this option as not feasible due to the enormous capital costs entailed (estimated to exceed $130 million, excluding land acquisition and environmental clean-up costs). Nevertheless, the external agencies on the SPA Technical Committee have requested that the implications of a channel widening be explored further. The consultants have investigated this at a general level of analysis in the context of the ATARATIRI flood study. A more thorough analysis will occur in the study about to commence which addresses the other spill zones. This would appear to be the more appropriate place to study the issue since it potentially impacts (both negatively and positively) a much broader area than ATARATIRI. It appears that channel widening will reduce flood levels, but at great cost and disruption. Another approach may be to improve the drainage of the site in order to reduce residual water depths if the flood works are overtopped. More work needs to be done to assess the impact on residual flood levels of widening existing underpasses, such as Cherry Street.

Raising the level of fill on the site will also provide greater flood protection for ATARATIRI. The depth of fill proposed by the consultants would give 350 year flood protection. It is physically possible, however, to increase the amount of fill to around 2.5 metres before the limit of existing tie-off points is reached. This may have off-site implications, however, by raising water levels across the Don or upstream under storm conditions. The consultants are studying this problem further.

The level of flood protection proposed by the current study is premised on the continued dredging of the Keating Channel. The Keating Channel was regularly dredged for navigational reasons by the Toronto Harbour Commission (THC) from its initial construction in 1920 until 1974. Owing to concern over the environmental consequences of dumping contaminated-dredgate in open lake waters, this dredging programme was temporarily suspended. The Keating Channel Environmental Assessment prepared by the MTRCA in 1983 demonstrates the important impact that dredging has on lowering upstream flood levels and produces an environmentally acceptable solution to disposing of the accumulated sediments. The Keating Channel EA conditions of approval permit the deposition of the dredged material within containment cells on the Leslie Street Spit that were constructed by the THC for this purpose. Dredging has since resumed under a funding agreement among the THC, the MTRCA and Transport Canada.

It is safe to assume, based on history and the dual requirements of flood mitigation and retaining navigable depths in the Inner Harbour, that there is every intention among the parties concerned to maintain the current dredging programme. Members of the SPA Technical Committee generally agree with this aim. Problems arise, however, when the issues of financial responsibility and future disposal sites are broached.

The current containment cells approved under the EA have an estimated capacity for about 40 years of dredgate. Technical Committee members have generally conceded that 40 years is a reasonable limit for forward planning, given

the uncertainty inherent in predicting future conditions. This allows sufficient time to find or construct alternative disposal sites, if necessary. Ideally, water quality improvement measures will have had their effect by then, to the extent that sediments may meet Lakefill Quality criteria and disposal in open water may not be an issue.

The issue of financial responsibility remains. City staff maintain that the commitment to dredging far preceded (by 70 years) the inception of ATARATIRI and the benefits extend well beyond ATARATIRI or even the City. Indeed, the Keating Channel is not even within the City's direct jurisdiction. Consequently, City staff have asserted that the Province, the MTRCA, and possibly the Federal government have primary responsibility for funding the dredging programme (estimated to average approximately $315,000 per year, in 1984 dollars). Staff from the other agencies on the Technical Committee do not entirely agree and the question of funding arrangements must be resolved. The City Solicitor is investigating some of the legal implications of the dredging programme in light of the Environmental Assessment Act and the Conservation Authorities Act.

The placement of buildings and an orthogonal road pattern may impede flows across the site in the event of a flood that overtops the proposed earthworks. The consultants have been instructed to research this further based on the preliminary street pattern and massing scenario described in section 6 of this report.

Generally speaking, SPA policies are more restrictive with respect to residential uses than non-residential uses. The overall land use pattern for ATARATIRI, therefore, may be influenced by flood considerations. Depending on the permitted uses, some areas may be subject to more stringent built form and siting controls than others.

Provincial flood plain planning policies prohibit the location of certain "sensitive" uses in a flood plain where this would pose a significant threat to the safety of the inhabitants. Included are hospitals, nursing homes and primary schools. Uses associated with emergency services such as fire, police and ambulance stations and electrical substations must also be located so that services are not impaired during a flood event.

In response to these policies, the flood consultants recommend that sensitive uses and emergency services be located on higher ground in ATARATIRI, generally north of Front Street East, where the predicted residual flood levels are the least. This is still being discussed within the Technical Committee.

Thé provincial floodproofing policy requires that entrances and exits for new buildings located in a flood plain be such that vehicular and pedestrian movement is not prevented during times of flooding. Under regulatory storm conditions, access at grade, according to provincial criteria, could not be provided anywhere on the site. However, a built form consisting of multi-storey buildings of concrete construction could provide for dry areas above floodwater levels. The concept of "safe havens" within the development needs to be explored further with the SPA Technical Committee.

The depths of flooding that may result from a

regulatory storm necessitate special consideration of the manner in which buildings are designed and constructed. Requirements may need to be developed regarding the location of habitable space and electrical and mechanical equipment if the design of buildings allows water to flow through their lower portions. The consultant has been asked to review structural floodproofing requirements to establish guidelines for building design.

Provincial policy discourages the use of underground parking garages where they may be susceptible to flooding. Flooded garages could result in extensive property damage and pose a threat to life for motorists who attempt to remove their vehicles during serious flood conditions. Site planning for ATARATIRI has assumed that required parking will be below grade. The entrances to underground garages may be designed to be above flood levels associated with all but the most severe storms.

The consultants recommend that an improved system of forecasting and monitoring water levels on the Don be investigated and implemented by the appropriate authorities. A system of communications should be designed and put in place by the City to disseminate flood warnings to the affected population and agencies. A flood emergency plan should be prepared that covers a number of important elements: who is responsible for flood warnings; who is responsible for flood evacuation procedures; what means of communication will be used; the emergency procedures to be followed; and where safe locations are situated.

## AREAS OF ONGOING STUDY

Research is continuing in several of the environmental study areas. A limited amount of additional soil testing is underway. More investigations into off-site sources of industrial emissions are being conducted. The road traffic and accident data is being refined further. The results of this work will be incorporated into the Environmental Evaluation Study report. In addition, staff and key consultants are meeting regularly with Ministry of the Environment staff to develop an acceptable soil and groundwater management plan.

As the final site planning exercise gets underway, some of the environmental consultants will be asked to comment on various schemes while they are in preparation. In particular, the noise and vibration consultants, air quality consultants, and risk analysis consultants will make suggestions for possible improvements based on their respective areas of expertise.

The City's flood planning consultants are now conducting more extensive research in three areas:

- the impact of the preliminary street pattern and building layout on spill flow through ATARATIRI, and structural floodproofing requirements for new buildings;
- consideration of the effect on flood levels of more or larger underpasses through the rail corridor, and an analysis in more detail of the effect on regulatory flood levels of downstream channel and bridge widenings; and
- the effect of an increase in fill elevations

on areas along the Don River outside ATARATIRI.

The consultant soon will be commencing research on the other spill zones east and south of ATARATIRI. The study results may help build a case for a comprehensive look at flood protection options. Since a much larger area is involved, it might be possible to engage the cooperation of a greater number of affected parties and agencies in contributing to major flood mitigation programmes. Some of the groups that are currently studying the waterfront and Don watershed were identified in section 2. It would properly fall within the purview of the Royal Commission on the Future of the Toronto Waterfront, for example, to consider roles and responsibilities with respect to major undertakings such as dredging, river mouth restoration and channel improvements.

**Audience and participants at "Building the Neighbourhood" forum at Canadian Stage.**

# 6. PHYSICAL PLANNING

## PROGRESS TO DATE

The design and planning of ATARATIRI's physical form and servicing began with a thorough inventory of what currently exists on (and under) the site. The first step in this exercise was a detailed survey of existing grade elevations and street locations. The survey firm of J.T. Barnes was hired for this purpose. Concurrently, the various public agencies and utility companies responsible for the physical infrastructure concerns submitted plans indicating the location and (where possible) condition of below grade services. ATARATIRI staff compiled this information in the form of a composite utilities plan. Finally, Anrep Associates in association with Lambur Scott Architects was retained for the Survey of Existing Buildings and Structures, which provides a property-by-property description and assessment of all City-owned structures across the site. The report also makes suggestions regarding the possibilities of reuse.

Marshall Macklin Monaghan was retained to conduct a Commercial Vehicle Study to determine the nature and extent of truck traffic through the site. The main objective here was to differentiate between through and destination movements in order to assess how much external commercial vehicle traffic will remain after redevelopment has occurred.

The physical design process for the future community was launched with the General Urban Design Issues Studies. Four architectural firms, Baird/Sampson, A.J. Diamond, Donald Schmitt & Co., Ferguson Ferguson, and Jurecka Lobko Tregebov, produced two design probes each. These are based on a number of general assumptions regarding the existing situation and recognizing the physical planning objectives that had been formulated to date by staff and NAC. The result is eight illustrative concepts of how the site may be approached from an urban design perspective.

The general urban design issues studies focused on a broad range of site planning notions to be debated and tested further by staff, NAC and the general public. The ideas that appeared to bear the most promise were selected to be systematically and rigorously tested for their implications and feasibility in three, more detailed urban design investigations: a Building and Block Study; an Open Space Study; and a Road Configuration and Transportation Impact Study.

The firm of Michael Spaziani Architect and Steven Fong was retained for the Building and Block Study. Drawing upon the principles derived in large part from the earlier studies, they undertook a detailed exploration of alternative block dimensions and layout; service access and parking configurations; ability to accommodate various residential and non-residential building types over a range of densities; arrangement of private and public spaces within a block; and the relationship of buildings to the street hierarchy. A final report has been received.

Hough, Stansbury and Woodland Limited was hired to conduct a detailed analysis of the use, design and planting potential of open space types and streets, from which recommendations for the general organization of an open space network in ATARATIRI will follow. A draft report has been received.

The Road Configuration and Transportation Impact Study is being undertaken by Allan J. Freedman Associates Limited. The initial phase of this study involved a broad-brush assessment of the feasibility, from a traffic viewpoint, of some of the road alignments proposed in the general urban design studies. The consultants have since developed detailed traffic counts and travel demand projections in order to recommend appropriate road network requirements and street design characteristics. A draft report has been received.

Three additional studies have been commissioned to address other physical design and land use planning questions. The IBI Group was hired to conduct a Residential Parking Demand Study. This study will utilize existing parking survey data, supplemented with new parking information obtained through surveying appropriate downtown residential buildings, to arrive at an estimate of the level of parking demand likely to be generated within ATARATIRI. The aim is to establish parking standards that will ensure an adequate (but not excessive) supply of parking for future residents and their visitors. At the time of writing, data collection and tabulation were complete and a preliminary analysis was underway.

Engineering Interface was selected to investigate the technical and economic feasibility of a centralized heating and cooling system for the new community. The study will also examine the environmental benefits and possible disadvantages of such a system. Staff from the Federal Department of Energy, Mines and Resources have been involved in designing the study and hiring the consultants. Federal funds may be available to assist in eventual implementation. Preliminary study findings have been submitted.

Garwood-Jones and van Nostrand Architects were selected for a study, jointly funded by the City and Province, called "New Designs for Multi-Family Housing in ATARATIRI and the Railway Lands". The study is concerned with the way in which recent demographic, economic and social changes can or should influence the design of dwelling units and interior common space in new housing developments. The research results will provide workable, cost efficient design alternatives to be applied in ATARATIRI and other large, comprehensive undertakings. At the time of writing, the consultants had submitted some of their preliminary findings.

The Kirkland Partnership was hired to work with staff in the capacity of a general site plan consultant. This is the final phase of the site planning process and will involve a creative synthesis of the study results to date. The outcome of this workstream will be a final street and block plan, final open space plan, massing plan, and set of urban design guidelines for incorporation into the Part II Plan Proposals Report.

## ISSUES AND EMERGING DIRECTIONS

Figure 13 is a conceptual representation of how staff and NAC currently believe the physical design issues discussed below can be resolved in the context of the earlier stated principles. The urban design strategy drawing is included at this point for illustrative and discussion purposes only. As will be made clear later in this

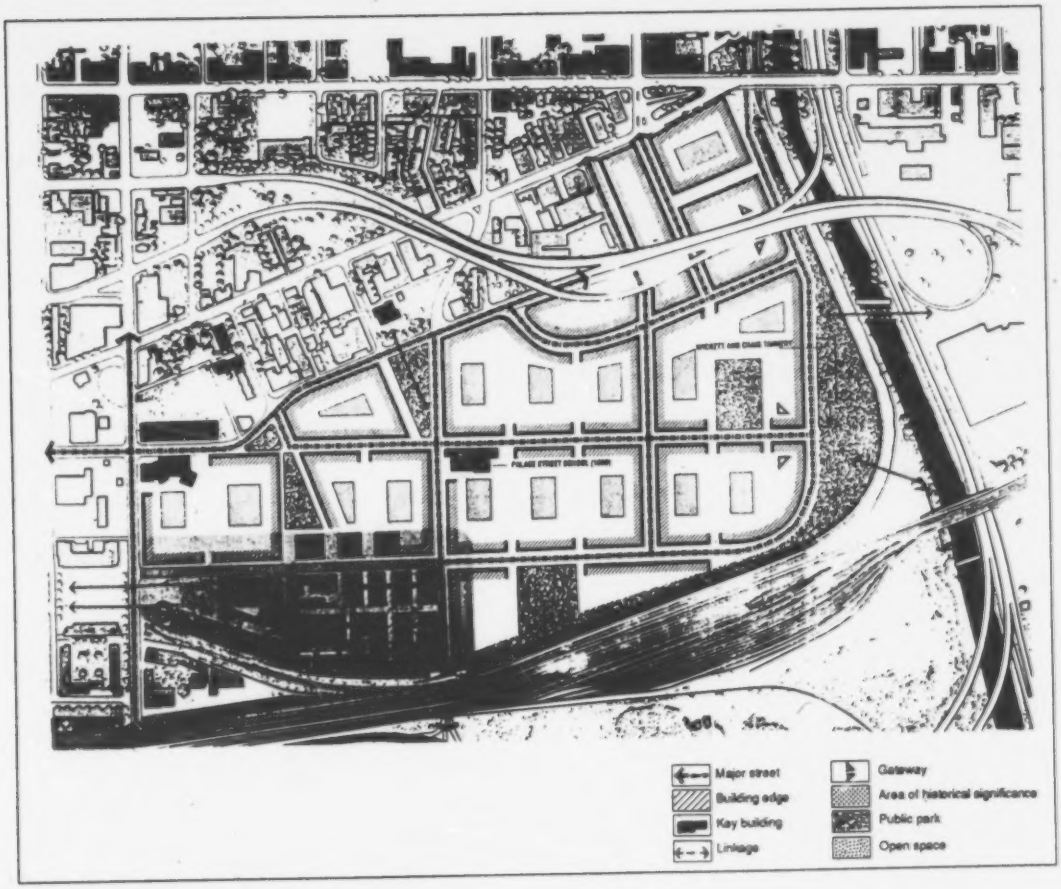



**FIGURE 13 Urban Design Strategy**

report, many of the ideas incorporated in the drawing are still being tested.

### (A) RETENTION OF EXISTING BUILDINGS AND PHYSICAL INFRASTRUCTURE

A key question is the extent to which the present day structures and physical services can or should be saved and integrated into the new development. Retention and integration allows for a direct physical connection with the past and with adjacent areas. It may also represent a cost saving if it proves more economic to reuse what already exists rather than building anew. The "tabula rasa" approach, however, allows maximum freedom in planning new development to respond to current conditions.

At present, the area contains a number of buildings, as shown in Figure 2. The former Palace Street Public School building at 409 Front Street East, now home of the Canary Restaurant, is historically and architecturally significant and should be conserved. With its strategic location at the intersection of the community's most important north-south and east-west routes, this property is worth consideration as ATARATIRI's community focus.

While there are several other structures within ATARATIRI that demonstrate interesting design features or have important historical links, none appear to be significant enough to demand retention on those merits alone. Indeed, some buildings, like the old Wickett and Craig Tannery at 100 Bayview Avenue, exhibit serious structural limitations to their reuse.

The public library warehouse building at the southeast corner of Front and Parliament Streets (281 Front Street East) is newly constructed and should be retained in its present form and function. Several other structures within ATARATIRI are in good condition and, due to floor plate size, ceiling heights and partitioning, may be adaptable for a variety of uses. The larger warehouse style buildings along Front Street East between Parliament and Cherry Streets, and on the south side of Eastern Avenue between Trinity and Cypress Streets, are good examples. In the short term, these properties should be retained for interim uses. This will ensure the area remains animated and will also provide a source of rental income. Even after redevelopment, it may be possible to integrate some of the existing buildings with new construction if it proves to be economic and the proposed uses are appropriate.

The plan for ATARATIRI, therefore, should recommend the retention of 281 and 409 Front Street East and make provision for the use of other buildings on the site for as long as they are required for interim activities. To the extent that some properties have important historical ties to the area's development, it may be possible to incorporate certain of their facade details in new construction. This may apply, for example, to the blocks on the north side of Mill Street, between Parliament and Cherry Streets, which face the Gooderham & Worts complex. As shown in Figure 13, these blocks form part of an historic industrial streetscape. Any new structures should be sympathetic in their design and detailing to adjacent buildings. Similarly, where demolition occurs elsewhere in the preparation of public open space, there may be opportunities to leave isolated remnants of existing structures

as clues to the area's past. A possible example is illustrated in the urban design strategy drawing.

Very little of the existing below grade infrastructure is essential or must be retained in its current location. Most of the utilities are old and will have to be upgraded substantially to serve the demands of the new community. Widespread replacement of existing physical services is likely. A possible exception may be the Metro owned low level interceptor sanitary sewer running under Front Street and Eastern Avenue across the site. It plays a key role in serving the downtown. Although it may be difficult to replace or relocate due to its size, these options are being explored in the light of the recommended re-alignment of old Eastern Avenue. These investigations should be framed within the current review of the overall core area interceptor system. Metro staff have recently reported on proposals to rehabilitate the low level and high level interceptors, which are approximately 75 years old, and possibly to construct an interconnecting sewer.

In terms of new physical services, the preliminary findings of the Centralized Neighbourhood Heating and Cooling Feasibility Study indicate that the combined operating costs and amortized capital costs per suite for a central plant should be lower than the comparable costs of heating and cooling on either a building by building basis or on an individual suite basis. Initial indications are that the emissions from a centralized facility would be significantly less than the total emissions from a number of individual plants. The consultants are developing their cost analyses further and are researching in more detail the environmental impacts of the proposed system. If centralized heating and cooling is found to be the preferred option for servicing ATARATIRI (on both financial and environmental grounds), then the key consideration in terms of implementation will be the scheduling of approvals and construction. To be effective, a plant would have to be ready for operation at the time of occupancy of the first ATARATIRI buildings.

(B) THE STREET GRID

Somewhat related to the retention of existing buildings, the basic street configuration of ATARATIRI must be established near the outset of the planning process. On the basis of the earlier design studies, NAC and staff believe that the new community should have a grid pattern of streets that is typical of Toronto neighbourhoods (as opposed to the preference for curvilinear patterns and culs-de-sac demonstrated by some suburban subdivisions). Two broad choices for this pattern were analyzed by the urban design issues studies: a basic north-south, east-west orientation; or a "skewed" grid that responds to the angle of Eastern Avenue and King Street East to the north and the rail corridor to the south.

Figure 13 demonstrates the option recommended by NAC and staff, which aligns the roads north-south and east-west. The historic pattern of development in the area, as manifested in the 19th century layout of streets and lots, is respected this street arrangement and reinforces a sense of normalcy. Those elements of the existing road and service infrastructure that are still usable can be retained at a cost-saving. Existing buildings can be preserved for as long as they are required. Project phasing can proceed

in an incremental fashion (radical alteration of the current grid would necessitate the construction of all new services immediately upon the initiation of redevelopment). Finally, this alignment provides a number of unobstructed views to surrounding areas, including the downtown skyline.

### (C) TRANSPORTATION CONNECTIONS

Following directly from a resolution of the basic grid is the question of how the new streets will connect with the surrounding road network. Herein lies a fundamental dilemma. While links to adjacent communities and beyond are needed to integrate ATARATIRI with the larger city and to ensure that it does not become an isolated enclave, these same connections may have the potential of funnelling unwanted commuter traffic through a predominantly residential neighbourhood.

The road improvements suggested in Figure 14 attempt to maximize the physical linkages between ATARATIRI and the surrounding urban area while minimizing the impact of regional traffic on the planned community. North-south connections at the moment are limited due to the barriers imposed by the rail corridor (to the south) and the expressway ramps and Eastern Avenue Diversion (at the north). In addition, the local street network to the immediate north (Corktown, Trefann Court and Queen/River) is generally discontinuous and convoluted. River Street, terminating now at King, offers the best opportunity for a through connection to the north. Figure 14 suggests an extension of River Street into ATARATIRI, to connect with the proposed grid. Its precise alignment will depend on the most appropriate intersection configuration at Queen/King, an efficient demarcation of development blocks within ATARATIRI, and the spacing of the expressway ramp supports.

Further to the west, an additional non-vehicular link to Corktown can be created through a realignment of the block edge south of Sackville Street. As shown in the urban design strategy drawing (Figure 13), this connection could be developed with an adjacent area of public open space. The importance of the Front/Cherry community node is then reinforced and an important visual link is established between the historic Palace Street Public School building and the Sackville Public School building, of a similar vintage, to its north. Figure 15 illustrates this possibility.

Parliament and Cherry Streets will continue to be the major routes breaching the rail barrier to the south. The Commercial Vehicle Study discovered that approximately 70% of the truck traffic moving through ATARATIRI is related to existing businesses within the site. Redevelopment of the area, therefore, should result in a dramatic decrease in commercial vehicle movements through the neighbourhood. The study demonstrates, however, that Cherry Street is likely to remain an important conduit for truck traffic travelling to and from the Port area. The majority of the vehicles travelling this route appears to be utilizing the arterial road network (Bayview Avenue) or the regional expressway system (Eastern Avenue Diversion and the Don Valley Parkway). While the absolute number of truck movements is not excessive (less than 250 per day in both directions), Cherry Street's external links should be retained and its

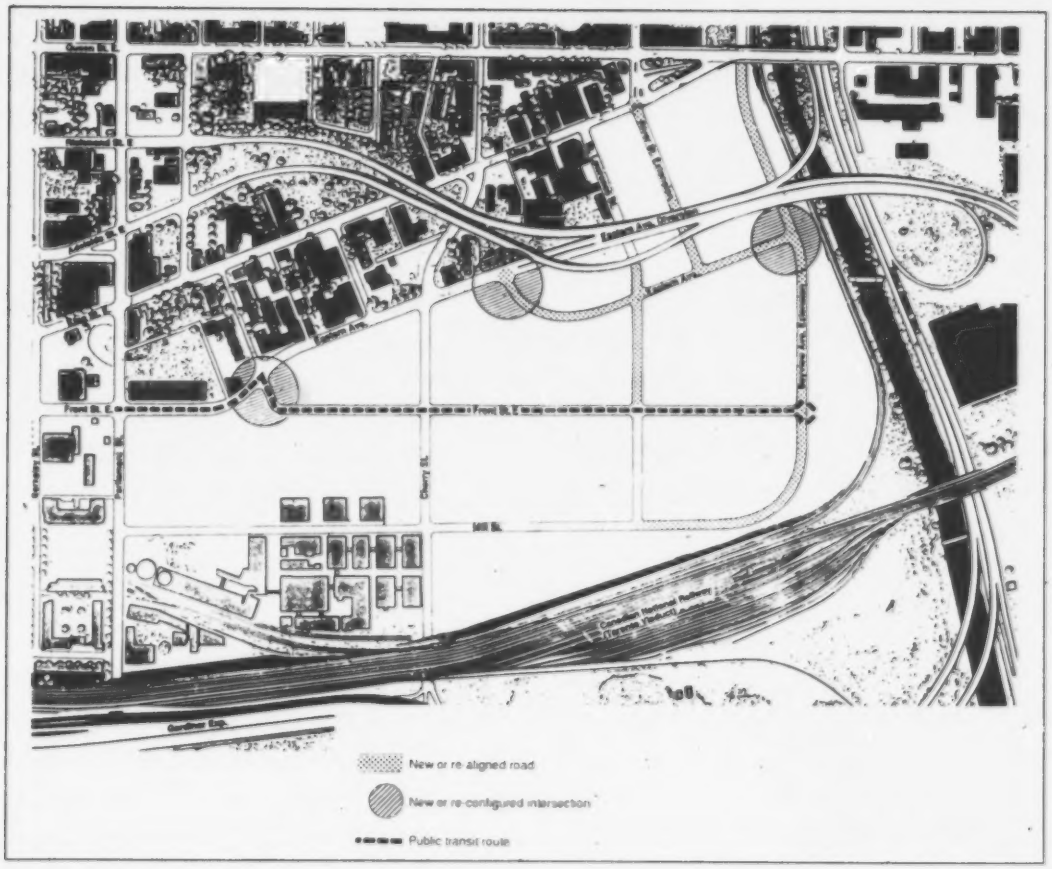



**FIGURE 14 Proposed Road and Transit Improvements**

**FIGURE 15 Possible Perspective View North from Cherry and Front Streets**

premier position within the local street hierarchy recognized.

The development of Gooderham & Worts may draw regional traffic to the area and, therefore, poses a potential threat to the stability of the future ATARATIRI residential community. Although the scale and precise nature of a redevelopment proposal for the distillery site is not known at this point, any such scheme coming forward in the future should emphasize access off Parliament, and Cherry Streets (and, to a lesser extent, Mill Street) and avoid local roads such as Trinity Street.At least in the short term, there appears to be little likelihood of traversing the rail corridor at locations east of Cherry Street due to the formidable width of the sorting yards. Moreover, the present uses south of the rail line are generally not compatible with what is envisioned for ATARATIRI and, therefore, do not provide much of an incentive to forge new links. In the longer term, however, it is possible that new development in the Central Waterfront and changes to the rail activities immediately south of ATARATIRI may render the prospect of another north-south connection more plausible. Allowing for this eventuality, the urban design strategy drawing indicates the alignment of an extended River Street through to the rail barrier. Keeping its southern terminus unobstructed by buildings preserves the option of continuing further south in the future.

The proposed connections to the west are the same as currently exist: Front Street/Eastern Avenue and Mill Street. Front/Eastern should be the primary link. At present, Mill Street terminates at Parliament Street. In order to prevent the filtering of commuter traffic through the St. Lawrence Neighbourhood via Mill and The Esplanade, this break in the road network should be maintained. However, every effort should be made to link ATARATIRI visually to the neighbouring community to the west by extending the view corridor along David Crombie Park, and to foster pedestrian and bicycle connections in the same direction.

The rail corridor, Don River and Don Valley Parkway present obvious barriers to connecting ATARATIRI to the east. Nonetheless, it may be possible to provide pedestrian and bicycle access to the opposite bank of the Don, perhaps utilizing an existing structure such as the (now abandoned) Eastern Avenue bridge. This is indicated in conceptual terms in Figure 13.

### (D) BAYVIEW AVENUE AND COMMUTER TRAFFIC

Bayview Avenue deserves special attention because: it is a Metro road and currently the subject of a class Environmental Assessment to widen it; it forms an important element of the arterial network, serving regional commuter traffic; it is lined with hydro transmission lines that are being considered for relocation; and it has been cited as a potential link to lands south of the rail corridor.

In order to strengthen the new community's integration with the rest of the City and, in particular, to create links to neighbourhoods to its north, Bayview should connect with the local street network and become the street edge for a large park alongside the Don River. However, this has to be done in a way that discourages commuter traffic from filtering through the neighbourhood. Other alternatives that have

been investigated include: terminating Bayview at Eastern Avenue or another point further north and channelling traffic westward around the bulk of the site; or to extend Bayview south of the site to Lakeshore Boulevard and hence direct traffic south and west around the new development. These options have proven to be undesirable from a community planning perspective or unworkable from the viewpoint of traffic management.

The road studies to date have established that the extension of Bayview to Lakeshore is technically difficult and aesthetically unpleasant, but possible at a fairly high cost (in the order of $25 million). It would require depressed construction between floodproofing walls. The obvious negative consequence of such an undertaking is the additional barrier created between ATARATIRI (and the rest of the City) and the Don River. In fact, it would largely circumscribe the proposed Don park. Moreover, there does not appear to be a compelling transportation rationale for establishing this connection. At this point, it is assumed that most of the commuter traffic utilizing Bayview is destined for the Financial District, and would not benefit from a re-routing southward. In any event, the Don Valley Parkway currently makes this connection and would appear, from a commuter's viewpoint, to be the preferred route.

Through the design of appropriate intersection configurations and the implementation of various traffic management schemes (e.g. restricted turns, signalization, speed limits, etc.) it should be possible both to facilitate commuter traffic to and from the downtown and to integrate Bayview into the local street network of ATARATIRI. The thrust of the changes indicated in Figure 14 is to emphasize, through road design and traffic management practices, the Bayview Avenue - Eastern Avenue - Front Street East route for regional traffic accessing downtown. This would not only involve the re-establishment of the Eastern/Bayview intersection (currently, old Eastern is blocked just west of Bayview), but also require improvements to the Eastern Avenue/Eastern Avenue Diversion intersection and the Eastern/Trinity/Front intersection, which are rather awkwardly configured at the moment. Possible turn restrictions at Bayview/Front and a re-configured Eastern/Trinity/Front intersection would discourage commuter traffic through the heart of the community. The Road Configuration and Traffic Impact consultants indicate that it should then be possible to accommodate this traffic along the northern boundary of the site if the Eastern/Bayview and Eastern Avenue/Eastern Avenue Diversion intersections are re-designed and appropriately signalized.

With excessive traffic volumes controlled, Bayview's connection with Front Street East would be key to that street's role as a "main street". The normalization of Bayview would be completed with its extension south to intersect with Mill Street. The traffic consultants conclude that this connection is important to provide regional access to the Gooderham & Worts property. Otherwise, there may be a tendency for traffic destined to the distillery site (if redeveloped) to use local streets and to impede the efficient operation of the proposed intersections along Eastern Avenue to the north. Mill Street should be maintained as a local street west of Cherry Street. With its termination

at Parliament Street, there will be little incentive for westbound through traffic to utilize this route.

(E) MAIN STREET

With a combined residential and worker population likely to exceed 14,000 people, the development of ATARATIRI will generate an immediate demand for local shops and services. Traditional Toronto neighbourhoods have developed around main streets, which provide important retail and service functions and impart a certain character on their residential environs. As a typical neighbourhood, therefore, ATARATIRI should have a main street that serves local shopping needs, links the community together and provides it with a lively social focus. Front Street appears to be the logical choice here due to its present alignment bisecting the site and because of the connections it offers to revitalized areas to the west.

As mentioned above, its success will largely depend on external links: an effective transit system and a well connected road network. Within ATARATIRI, the detailed design of the street and how it is framed by buildings of appropriate scale will serve to strengthen its intended function. Relevant considerations include a wider road width, generous sidewalks (especially on the sunnier north side), and ample plantings and street furniture. Figure 16 indicates what this might look like from the street level.

"Main Street" is not a new idea; it has characterized 150 years of successful neighbourhood-building in Toronto and is currently the focus of the ambitious "Housing on Main Streets" initiative (jointly funded by the City, Metro and Province).

(F) TRAVEL MODES

How the transportation system is designed internally and then connected to the external network will have an effect on how residents and workers use cars, transit, bicycles and walkways. This in turn will impact on the need for parking and other transportation-related facilities.

While the design of ATARATIRI should recognize the reality of the private car, every reasonable provision should be made to encourage alternative travel modes. Quality transit service will be essential. The development will contain a substantial social housing component, the occupants of which are less likely to own cars than residents of market housing. At present, the site is rather poorly served by transit: the Parliament bus reaches ATARATIRI's northwestextremity; the King streetcar passes its northeastern border; and the Pape bus loops west along Mill Street on its way to and from the Port. Two possible improvements seem worthy of further consideration. A bus service along Front Street East might be justified not only for ATARATIRI, but also to serve other development further west on Front. Alternatively, a re-routing of the King streetcar southward on Parliament, then east along Front and north to King/Queen would tie the community into an existing, efficient service. This would likely represent a more costly undertaking, however, and must also be considered in light of its impact on the King Street East properties located between Parliament and River Streets, which would face a reduction in service. Figure 14 shows a new

**FIGURE 16 Possible Perspective View East Along Front Street**

public transit route (bus or streetcar) along Front Street East.

Bicycle routes, both for recreational and commuting purposes, are being considered in the urban design studies underway. The proximity of the Don River and waterfront recreational areas offer opportunities for connecting with a regional bicycle network. The detailed design of roadways within ATARATIRI should take into consideration the safe accommodation of bicycle traffic, in general, and provide for a major route connecting with the downtown core, probably along Mill Street/ The Esplanade.

Pedestrians should also be encouraged. Possible walking connections to David Crombie Park and the St. Lawrence Neighbourhood to the west and to the Don River and South Riverdale to the east have been mentioned. At this time, the pedestrian environment to the south of ATARATIRI is fairly hostile. There is some speculation that a station for a regional commuting rail service (GO transit or, perhaps, an eastward extension of the Harbourfront LRT) may be situated in this vicinity some time in the future. If this eventuality were to be realized, one could expect an enhanced level of north-south pedestrian traffic through part of ATARATIRI. Cycling destinations south of ATARATIRI, including the Martin Goodman Trail, Tommy Thompson Park and Harbourfront, will generate bicycle traffic demand in the same direction. The design of the neighbourhood's internal road and walkway network should anticipate these and other opportunities. The safety and convenience of pedestrians and cyclists will be a priority in the transportation planning that is underway.

The experience of other downtown neighbourhoods, most notably St. Lawrence, indicates that residents often own cars even though they may not be used on a daily basis for the journey to work. Unless the City (and future residents) is prepared to accept an overflow of parked vehicles on the public thoroughfares, adequate parking facilities must become part of the site planning for ATARATIRI. Given the fact that land is at a premium, the objective of the residential parking demand study currently underway should be to arrive at parking standards that ensure that enough, but not too much, parking is provided. Commuter parking should be discouraged. For flood protection reasons, it may be necessary to restrict the provision and design of parking facilities in certain areas of the site; this possibility reinforces the need to determine as accurately as possible the parking demand that is likely to be generated by the different forms of housing in ATARATIRI.

### (G) BLOCKS AND DEVELOPMENT PARCELS

The layout of the street grid will demarcate, at a coarse level, the basic blocks and development parcels. These elements will be more finely delineated through the creation of secondary roads, lane, bicycle and pedestrian paths; and through the subdivision of lots. The question of scale must address, on the one extreme, a myriad of very small blocks and parcels that may be inefficient to service and develop; and, on the other extreme, a small number of "mega" blocks that may lack the diversity and intimacy that is typical of an established Toronto neighbourhood.

The urban design work that has been completed to date favours block sizes that are typical of established Toronto residential neighbourhoods. The Building and Block Study suggests that block widths of 72 metres seem to allow for a variety of building types and the greatest flexibility for parcelization, grade-related access, circulation, and parking options. The block dimensions shown schematically in Figure 13 approximate this size. Smaller blocks are also possible, but begin to give way to servicing inefficiencies and limitations to building height (if access to air and light is to be preserved). Larger blocks depart from the perceived scale of the traditional Toronto neighbourhood.

In the final site plan, it is likely that a variety of block sizes and configurations will be incorporated, with the prototypes developed in the Building and Block Study acting in an illustrative rather than a prescriptive manner. Certain edge conditions, open space relationships and street frontages will require different treatments. For example, Figure 13 indicates a re-configuration of the blocks along the south side of the Eastern Avenue Diversion to allow for more practical building parcels and to facilitate the interposition of barrier/buffer type structures. This re-alignment of Eastern Avenue will have to be studied further for its implications for below grade services; in particular, the low level interceptor sewer mentioned previously. Another example of variation in block layout would take into account larger block dimensions along the neighbourhood's main street relative to those that will be typical of the smaller, local streets.

The building and block consultants warn of the danger of "over- building" with inappropriate building types to an undesirable density. They recommend that the size of individual building parcels is as important as the size of the blocks that will contain them. The ability to accept a range of building sizes, from small to large, should allow for more variety in architectural expression, as well as accommodating social groupings of a more comfortable size.

To this end, the consultants suggest residential structures in the order of 50 to 120 units. For the purposes of community-building and supportive management, the consultants for the Social Structure Analysis study (discussed in section 8) concur with this scale. The Non-Residential Uses Study also urges smaller development parcels in order to promote a greater number and variety of small businesses. To be space efficient, however, the creation of a number of smaller building lots will require coordination and cooperation in the design and use of shared access points, parking facilities and other common services and amenities. The Building and Block study indicates various approaches to these issues. Their practicality and by-law implications are currently being explored by staff and the general site planning consultant.

### (H) MASSING

The Housing Development Plan outlined in the July 1988 Housing Development Agreement requires medium densities that are generally higher than most Toronto neighbourhoods. After subtracting areas likely to be dedicated for new roads and public open space, the net density required to accommodate the projected 7000 housing units is roughly 160 units/acre. By way of comparison, the St. Lawrence Neighbourhood

has a net density of approximately 133 units/ acre. How the built density is distributed across the ATARATIRI site must take into account a number of concerns, including: shadowing effects; views; impact on adjacent properties; and environmental effects (e.g. noise and air quality). The variations in massing will largely determine the character of different precincts within the overall community.

The Building and Block Study demonstrates that it should be possible to develop residential blocks at the target densities cited that contain structures of a reasonably comfortable scale and form. The illustration in Figure 17 gives an indication of what this might look like on a local street. Typical building heights would be 5 or 6 storeys. Grade-accessed townhouses, particularly suitable for families with children, could be incorporated at the base of most buildings.

Larger building forms and denser blocks will be necessary, however, if a substantial amount of non-residential and community space is to be provided in addition to the prescribed amount of housing. The preliminary massing scheme contained in Figure 18 indicates where it may be appropriate to locate higher buildings. Again, the objective of this illustration is merely to demonstrate certain assumptions and approaches, which must be tested further.In general, the massing approach favours concentrating additional built density at peripheral locations where a buffering function can be performed and where the impact on existing, smaller scale properties is minimized. There are also servicing and access advantages to locating more intense development next to existing arterials (e.g. Parliament Street, King Street East, Bayview Avenue). In addition, larger buildings along the community's main street can take advantage of the larger roadway dimensions and act to reinforce the street's importance. At other key points, taller structures can serve as important "gateways" or landmarks in a City-wide context.

More substantial structures located against the Eastern Avenue Diversion on its south side would form a useful buffer for properties to the south and not create overshadowing problems to the north. In general, the block north of the Eastern Avenue Diversion can probably accommodate somewhat higher densities due to its relative isolation from the rest of ATARATIRI, the fact it is bounded by major thoroughfares on three sides, and the mixed use nature of the surrounding area.

The Parliament/Mill/Front block at the site's western extremity is another logical location for relatively higher densities. Again, major arterial roads border the site. Neighbouring uses immediately to the west and north are not particularly sensitive to larger scale development. More of a gradual transition would have to be made toward any lower form buildings to be developed to the east, however. The scale and design of development should also be sensitive to the Gooderham & Worts historic complex to the south, although the primary focus of this collection of noteworthy buildings is reasonably remote from the Parliament Street frontage.

Front Street East in Figure 18 is lined with taller buildings. The built form within these coarse

**FIGURE 17 Possible Perspective View of Typical Local Street**

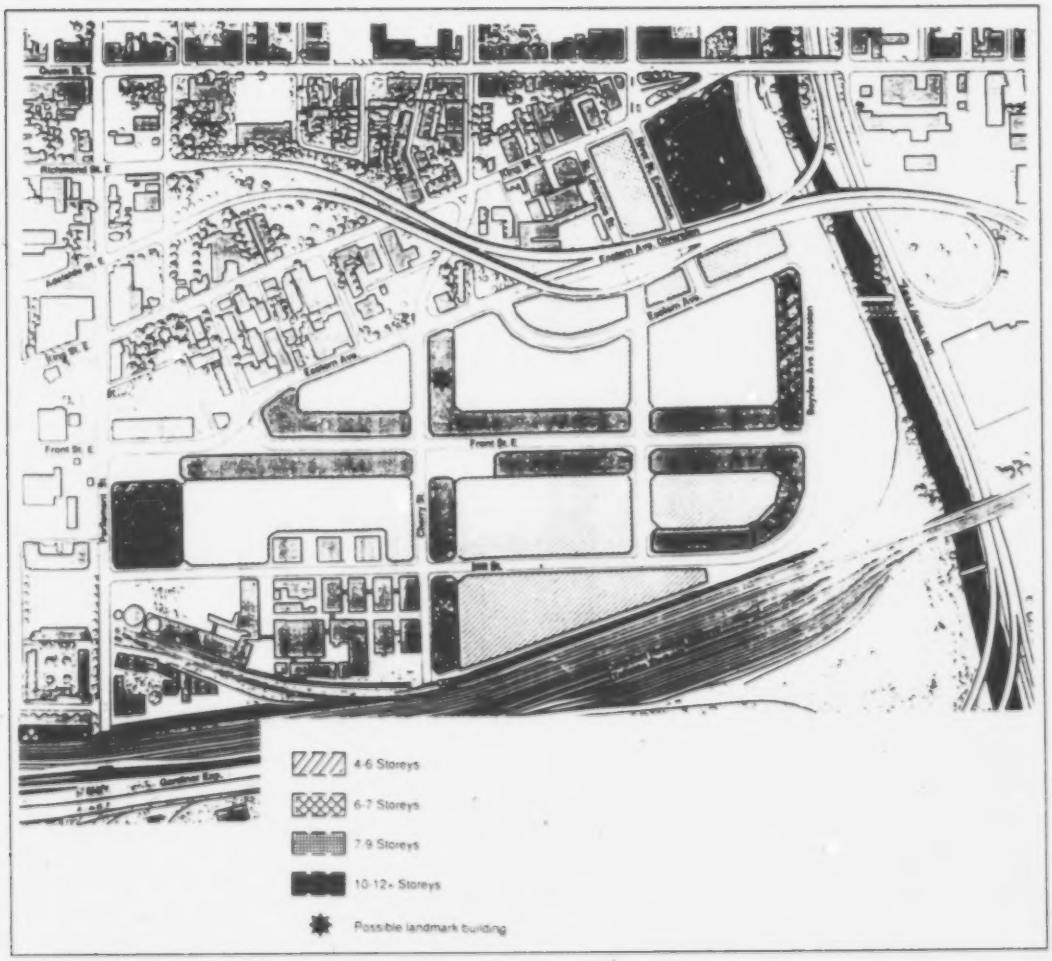



**FIGURE 18 Preliminary Massing Scheme**

building envelopes might be quite varied in order to provide sunlight "windows" onto block interiors and the abutting sidewalks. In fact, the Building and Block consultants recommend intermittent point tower forms over linear slab type structures for this reason.

Landmark buildings providing a gateway function could be strategically located near the major entrances on the east side of the site; specifically, Eastern Avenue Diversion, Eastern Avenue and Front Street East. Other locations might also be appropriate in order to serve as visual reference points.

Environmental factors beyond routine sun and wind considerations may affect the massing and siting of buildings. Preliminary findings from the Air Quality Study, for example, suggest that building heights in the portion of the site south of Front Street and east of a line midway between Cherry and Overend Streets should be under eight or nine storeys (25 metres) in order to be less susceptible to industrial plume impact at higher elevations from existing off-site sources. In general, larger buildings are impractical for the extreme eastern edge of the site because of the sharp dropoff of bedrock as one approaches the Don River (and hence the absence of good bearing for foundations). Although linear slab buildings are generally not favoured for design reasons cited previously, in high noise areas where barrier structures may perform a noise mitigation function (especially alongside the Eastern Avenue expressway ramps and the rail corridor on the southern perimeter), a continuous wall with minimal gaps between buildings may be warranted.

(I) OPEN SPACE STRATEGY

The design of the open space pattern is closely related to the arrangement of buildings on the site. In the narrowest sense, open space performs an important urban design function by providing pockets of relief interspersed among dense building forms. The specific design of the space, however, must address several other considerations related to its ultimate use, such as links to a larger open space network, environmental conditions, the needs of different user groups, and the relationship between public and private space. Figure 13 indicates some of the directions that currently appear to be promising and which are being investigated further.

As a starting point, it seems clear that a variety of open spaces, both private and public, should be provided to serve a number of different purposes. From the user's perspective, one can conceive of a hierarchy of spaces that are designed to address, in descending order of scale, needs at the level of the region, the local community, the block and the individual building. Within specific structures, social/recreational space can be further differentiated between shared and private space, and hence brought down to the scale of the household unit. This is not to suggest a highly discrete and narrow ordering of activities across the site. In practical terms, some of the open space (for example, public streets and parks) will perform a multiplicity of functions, while other space, due to the specifics of programming, ownership, environmental conditions or other constraints, will be more single purpose.

The relationship of the ATARATIRI site to the

Don River presents an opportunity to connect the new neighbourhood with a regional open space network. As well as serving the recreation needs of the broader public, the development of a riverside park will do much to integrate ATARATIRI with the rest of the city, drawing people to and through the community.

For the general recreational needs of ATARATIRI, the suggested Don park will not suffice. As described later, much of this area could approximate a natural habitat in which passive, rather than active, recreational activities take place. It is also located on the perimeter of the site and hence will not be conveniently accessible for all of the future residents. While some active programming could take place on portions of the Don park, additional spaces are required.

One criticism of the St. Lawrence Neighbourhood is that its park space does not easily adapt to active use for youth-oriented team sports. Responding to this perceived shortcoming, the site plan for ATARATIRI should include at least one or two areas that together are accessible to most residents and that are large enough to accommodate a range of activities, including organized team sports. The urban design strategy drawing suggests that space of this magnitude might be situated east of the Gooderham & Worts site or planned in conjunction with a school playground, which is shown further east on the north side of Front. A reasonably large area of open space south of Mill Street and fairly near to the Cherry Street underpass would allow for the construction of an underground stormwater retention tank, which is one of the stormwater quality enhancement measures identified by the flood consultants.

Smaller public open space areas should be distributed throughout ATARATIRI to provide relief and amenity to local residents and workers. Responding to unique conditions in different parts of the site, neighbourhood-scale parks can promote a sense of local identity. The public boulevards, walkways and bicycle routes should be planned to supplement and link the various open space components. The design and siting of these public areas could also promote connections with significant landmarks and spaces outside of ATARATIRI. Examples of possible connections are illustrated in the urban design strategy drawing: a park on the west side of Cherry Street reinforcing a visual link between the former Palace Street Public School and Sackville Public School; and a triangular park on Trinity Street, south of Front, creating a focus on the historic Gooderham & Worts properties immediately south of ATARATIRI. The latter park suggestion, if developed in the manner shown, would result in closing a portion of Trinity Street, and could be designed as a more formal, urban space, reflecting the special treatment that Trinity currently exhibits at its termination within the Gooderham & Worts complex.

Open space will also be provided on a block by block basis within the various housing developments. The Building and Block Study has investigated a number of ways this space might be arranged. In all likelihood, it will involve a blend of private space, intended to serve specific units or groups of units, and common space to be enjoyed by everyone within a project and, perhaps, the public at large.

Environmental considerations pose certain limitations to the provision of open space in ATARATIRI. The Air Quality Study consultants have determined that traffic emissions will have the greatest impact at lower elevations close to the perimeter of the site adjacent to the Gardiner Expressway and railway lines to the south; the Don Valley Parkway and railway lines to the east; and the Eastern Avenue Diversion to the north. Consequently, the consultants recommend that sensitive uses, including schoolyards and day care play areas, should be avoided in these locations.

The Noise and Vibration Study consultants have found that the highest noise levels exist around the perimeter of the site and adjacent to the Eastern Avenue/Eastern Avenue Diversion expressway ramps, primarily due to road and rail traffic. The most serious impacts are from the expressway ramps to the north; the Don Valley Parkway to the east; and the rail line, Don Sorting Yards and Gardiner Expressway to the south. Park space could be used in these areas to increase the setback distances to dwellings, but depending on its purpose, may have to be protected by grading, berms or barriers to reduce noise levels within activity areas. Certainly, the noise environment should be a consideration in planning the use of different open space areas. If unprotected by special noise mitigation measures, areas intended for quiet enjoyment would be more appropriately located closer to the centre of the site.

### (J) THE DON RIVER

The significance of the Don on the eastern perimeter of ATARATIRI is such that it should be singled out in the site planning exercise. While it potentially affords recreational opportunities of regional significance, its current contaminated state and propensity to flood present very real health and safety concerns. Design work for ATARATIRI is faced with the challenge of seizing the possible advantages of a location near the river while ameliorating any negative implications.

Section 5 of this report described how the flood risk posed by the Don River strongly influences site planning in ATARATIRI. Considerations include the placement of fill, construction of a perimeter drainage swale, location of sensitive uses, and specific building design requirements.

In a more positive light, the Don River offers significant recreational opportunities. At the moment, a natural woodlands park along the eastern edge of the site is favoured. This type of feature could impact positively on the neighbourhood's environment by distancing the development from major sources of noise (the Don Valley Parkway and CNR line) and by having a natural cleansing effect on airborne pollutants (again, largely related to the road and rail traffic). It is also consistent with growing public sentiment that advocates restoring the Don to a cleaner, more natural condition. Although a fairly passive, natural theme should be promoted for the Don park, in carefully designed areas adjacent to the built up portion of the site, more active programming could occur. Figure 19 shows one possible view of a Don park.

Current thinking has the Don park located at existing grade. Bayview Avenue, as illustrated in Figures 12 and 13, would then be on a raised

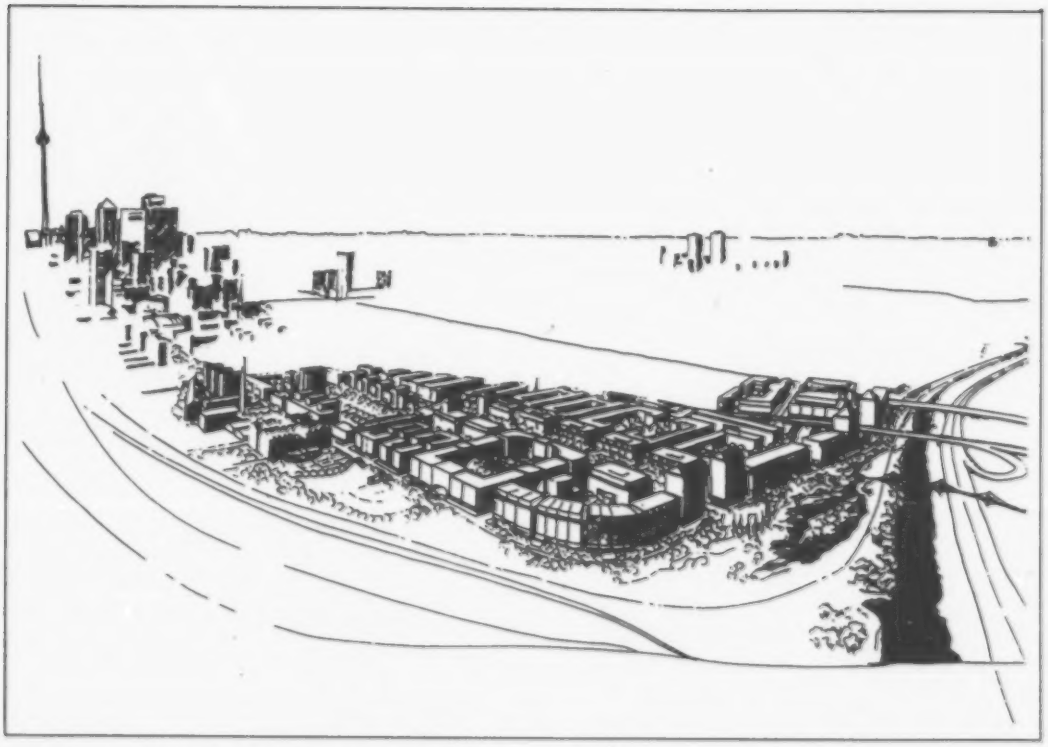


**FIGURE 19 Possible Perspective View West from the Don River**

edge above the park (in the order of two metres in height), to provide the necessary flood protection for the remainder of the site. This change in topography might also contribute modestly to an enhanced view of the river valley and assist in noise amelioration.

A key consideration in designing the Don park would be promoting north-south connections. At the north end, the urban design strategy drawing suggests a realignment of existing Bayview Avenue westward to allow for a wider open space strip closer to the river and hence improved pedestrian and bicycle movement parallel to the rail tracks. The railway line unfortunately blocks direct access to the river's edge. At the south end of ATARATIRI where the rail corridor swings to the west away from the Don, it may be possible to penetrate this barrier with a pedestrian underpass, as shown schematically in Figure 13. At this point, the tracks are raised about two metres above grade, which would facilitate a tunnel connection. The land on the opposite side of the tracks at the rail bend is mostly in public ownership, although not owned by the City. Land further to the south, accessible by a path under the CNR rail bridge, is also publicly owned. The opportunity exists, therefore, to continue the open space corridor alongside the Don almost to the Keating Channel (where the Gardiner Expressway and Lakeshore Boulevard intervene).These possibilities are outside the jurisdiction of ATARATIRI, however, and are being considered by other planning studies (as described in section 2).

The July 1988 preliminary concept plan supported the idea of a large focal park for the community. Within an hierarchy of open spaces, the proposed Don park could serve as the neighbourhood's most significant space (and also serve people outside ATARATIRI). It would be primarily a natural park, but include other activities in appropriate locations.

## AREAS OF ONGOING STUDY

At present, the Building and Block Study is completed and the Road Configuration and Transportation Impact Study and Open Space Study are near completion. Their findings to date have been incorporated into the preceding discussion. Anticipating the conclusion of these studies, a site planning consultant recently has been engaged whose primary task will be working with staff to create the final site plan. The present report suggests certain approaches to the physical design of ATARATIRI that will have to be tested further and refined. In addition, crucial information from the environmental and flood investigations, also in progress, will have to be factored into the final site plan. Decisions around the provision of community and social services and the likely range of industrial and commercial uses will have urban design and site planning impacts as well. Finally, the Residential Parking Demand Study and Centralized Neighbourhood Heating/Cooling Study will examine important servicing issues that will affect the site's physical development.

A number of other physical planning issues are being addressed in-house through the cooperation of City staff and staff from Metro and outside agencies. Most matters related to physical infrastructure and servicing will be resolved through this collaborative process. The fate of the Eastern Avenue low level interceptor sanitary sewer and the choice of public transit

routes are two examples under consideration at present. Another servicing issue somewhat peripheral to ATARATIRI is the future of the Ontario Hydro transmission line that currently follows Bayview Avenue. Hydro intends to bury these wires, but is awaiting decisions on the final alignment of Bayview before proceeding with its plans.

A substantial amount of lead time is needed in order to implement some of the major works discussed in this section, such as the re-alignment of Bayview and Eastern Avenues and the relocation of the Ontario Hydro transmission lines. Because other jurisdictions and agencies are involved, matters related to property transfers, detailed design and the ordering of materials (in the case of hydro wires) should be planned and negotiated as soon as possible. Otherwise, the development of ATARATIRI, once the final plan is approved, may be delayed by infrastructure disruptions. Consequently, this report will recommend that staff be authorized to begin negotiations with Metro and Ontario Hydro on these matters.

# 7. ECONOMIC AND LAND USE PLANNING

## PROGRESS TO DATE

Development Initiatives Inc. was hired to undertake the ATARATIRI Non-Residential Uses Study. The purpose of the study was to provide an overview of the market opportunities for commercial and industrial development in ATARATIRI. As an outcome of this general analysis, the consultants were to identify a range of alternative land use mixes for the site that aim to achieve a number of economic development, financial and social policy goals. At a minimum, the recommended options should provide for 1500 stable industrial and commercial jobs; satisfy the retail/service needs of the new community; generate revenue for the overall development; and be environmentally sensitive.

Recently, Malone Givens Parsons Ltd. has been retained for a Retail Marketing Study and Implementation Strategy. This follows from the initial work of the Non-Residential Uses Study. It will benefit from more precise population projections, a better defined community profile, and a better sense of the street and block pattern. The study will refine the analysis of retail demand in the Non-Residential Uses Study; develop an implementation strategy; and recommend where particular businesses should be located and how retail properties should be designed and serviced. The study will assess the potential impact of retailing in ATARATIRI on traditional shopping streets in the area. It will also explore the notion of integrating retail uses with community services and will consider opportunities to promote small business.

## ISSUES AND EMERGING DIRECTIONS

### (A) MIX OF USES

The various businesses to be established in ATARATIRI must satisfy two broad objectives: the provision of basic neighbourhood retail services and job creation. Meeting these objectives will contribute to a third - revenue generation through land development.

Identifying the different retail and service uses that will achieve the first objective is a fairly straightforward marketing research exercise. The Non-Residential Uses Study outlines, in general terms, the likely range of services required by a community of 12,000 - 14,000 people. In total, these activities will need something in the order of 9,300 square metres (100,000 square feet) of floor area. Follow-up research is now underway to refine these projections, taking into account supply and demand in adjacent areas. Consistent with Council policy regarding traditional shopping streets, care will be taken in planning retail services for ATARATIRI to ensure that neighbouring retail strips, where they exist, are not negatively affected.

The second objective of job creation is more complex and involves balancing a number of social and economic considerations. The Non-Residential Uses consultants have determined that the most promising growth sectors within the City's economy are associated with office-based businesses. Within the "industrial" category of activity, there has been a significant shift away from traditional manufacturing. For the area surrounding ATARATIRI, there is an increasing presence of communications-related firms (including printing and publishing, photo-processing, and graphic design).

Despite these general trends, a number of

manufacturing firms have longstanding operations in ATARATIRI and the immediate vicinity. For some, a central location may be important for marketing, supply or labour pool reasons. Others probably continue to operate in the area owing to inertia and a heavy capital investment; if they were to establish new operations, they would likely choose to locate elsewhere. As firms make relocation decisions in response to changing circumstances, those less sensitive to a downtown location leave the area (and possibly the City), contributing to the general decline in the local manufacturing sector identified above. It would be fallacious to assume that all manufacturing firms are reasonably footloose and prepared to relocate in more suburban or exurban locales. In fact, a significant number of manufacturing firms in recent times have located within the Central Industrial District, often after having been displaced from other City locations. ATARATIRI, therefore, may be able to perform an important function in providing space for those types of traditional, small scale manufacturing that need and desire a downtown location. More research is required to identify a target group in this respect, and to determine their space requirements and compatibility with residential uses.

It is unlikely that ATARATIRI would attract Class "A" high density office development, which is typically located in the downtown core. The Non-Residential Uses consultants identify a potential market for "back office" uses that are related to or serve the central business district, but cannot afford premium rents. Especially in light of an apparent westward directional bias to the expansion of the financial core, the prospect of a high density concentration of this type of office activity seems neither probable nor desirable for ATARATIRI. It also runs counter to the strategies currently under discussion within Cityplan '91. Widespread office permissions within ATARATIRI would have an unsettling effect on surrounding industrial areas, potentially undermining the land use policies of King-Parliament, Queen-River, South Riverdale, South of Eastern and East Bayfront. An unfortunate precedent could be created for other large sites in the vicinity with redevelopment potential, such as Gooderham & Worts and the Runnymede property at Front and Parliament Streets.

It may be appropriate to allow limited office permissions in ATARATIRI where such activities are ancillary to particular industrial operations or where they complement and reinforce the primary industrial character of the area. The nature and extent of the types of office uses that may be appropriate need to be investigated further.

A situational analysis of ATARATIRI's economic development potential suggests that the communications industry and related information-based technologies hold particular promise. Printing and publishing, telecommunications, film and sound recording, graphic design and photo-processing firms are all established in the east downtown area and appear to be doing well. There may also be a market niche available for data processing establishments and other computer-related activities. These uses are all reasonably compatible with residential neighbourhoods and would, therefore, appear to be eminently

suitable for ATARATIRI.

Some specialized forms of light manufacturing, particularly labour intensive workshop operations, offer potential as well. A specific area of opportunity identified in the Non-Residential Uses Study draws upon the proximity of a number of cultural institutions (the Canada Stage Company, Canadian Opera Company, Young People's Theatre, etc.) and suggests the development of artisan workshops (which could include, for example, set construction) and fine arts studios. The presence of the Gooderham & Worts complex of historic buildings provides an exciting and complementary built-form context for activities related to arts and culture.

The preferred mix of non-residential uses, then, would favour light industrial operations (including arts-related activities) that are predisposed to a location on the downtown fringe and are not particularly offensive to neighbouring residential uses. How successful ATARATIRI will be in attracting these types of firms depends on a number of factors including land costs, image, competing locations, servicing and transportation access, as well as more general market trends. As similar or related businesses become established, however, it may be possible to take advantage of agglomeration economies.

A post-secondary educational institution could be an important component in developing the sort of successful local economy described above. If its activities were centred on subjects such as fine arts, commercial arts, communications, graphic design, computing and small business development, it could be readily integrated with

The Canadian Opera Company and Young People's Theatre are ATARATIRI's neighbours.

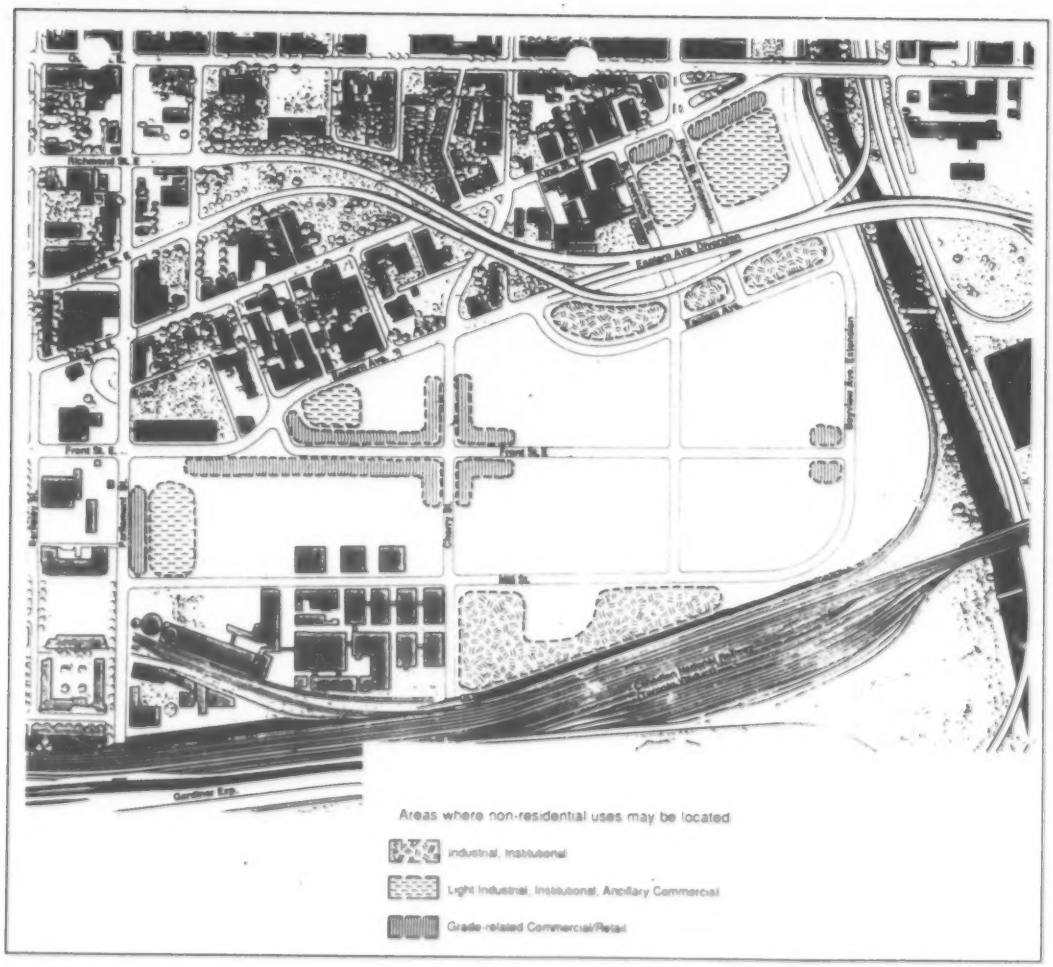

Areas where non-residential uses may be located
Industrial, Institutional
Light Industrial, Institutional, Ancillary Commercial
Grade-related Commercial/Retail

**FIGURE 20 Generalized Locations of Non-Residential Uses**

the industries that have been identified. The institution could provide additional benefits including job retraining, small business consultation, community outreach and even daycare supervision.

An institution like a community college would make ATARATIRI an important destination and contribute to the life of the neighbourhood. People working at and attending the college would increase the density of pedestrian and bicycle traffic, support local transit services, enhance demand for neighbourhood retailing and, through the injection of activity during the day and evening, improve personal safety and security in the community.

Staff have had exploratory discussions with three major cultural or educational institutions that have expressed an interest in ATARATIRI and have the potential to fulfill at least some of the functions listed. Two of these parties have initiated their own internal studies concerning facility rationalization and possible relocation strategies. Clearly, these exchanges should continue at the staff level and the plan for ATARATIRI should be capable of accommodating this type of use.

(B) LOCATION OF USES

Figure 20 indicates, in very approximate terms, how various non-residential uses could be located across the site.

At the moment, it would seem logical to concentrate most industrial and commercial activities around the perimeter of the site, with the exception of neighbourhood retailing, which is discussed separately. Locating businesses near the west and north borders of ATARATIRI would take advantage of good access to established communities in the immediate environs, the downtown business district and the regional transportation network. With the physical infrastructure in place in these areas, non-residential development could proceed in the initial phases of project construction, bringing with it an early return on the City's upfront land investment. Parliament, Front and King Streets offer "known" addresses, which are important for image and marketing reasons. Structuring the community to have an industrial/commercial "periphery" and a residential "core" also recognizes the need for a transition zone adjacent to the mixed-use areas surrounding ATARATIRI, and aims to obviate, as much as possible, the infiltration of business-related traffic into the heart of the new residential districts.

It is anticipated that businesses located around the west and north borders of the site would fall within the category of non-manufacturing industries described above. It may make sense to promote the mingling of a restricted amount of ancillary office activity as well, if the types of permitted businesses would complement and largely reinforce the primary industrial character of the area. For example, advertising agencies and the offices of architects, planners and professional engineers may relate well to the communications theme being developed for ATARATIRI.

The locations of non-residential uses along the southern edge of the site and immediately south of Eastern Avenue Diversion and the expressway ramps shown in Figure 20 respond to the environmental constraints and potential health

risks identified in section 5 of this report. Industrial operations here would serve an important buffering function and could include a larger component of light manufacturing activity.

The southeast corner of Mill and Cherry Streets might also prove to be a good location for the sort of post-secondary institution described previously. The site has good access from Cherry Street, ATARATIRI's premier north-south arterial, and is immediately adjacent to Gooderham & Worts, which may be developed with a complementary theme. The possible location of a major regional rapid transit station nearby would considerably enhance access for students and faculty. The site could also be well-linked to commuter cycling routes along the neighbourhood's periphery. Alternatively, institutional uses could be integrated with the non-residential blocks on the west and north extremities of the site.

(C) MAIN STREET

The Non-Residential Uses Study suggests a neighbourhood retail focus at Cherry and Front Streets. This is in line with the thinking that has emerged from the urban design and site planning research, discussed in section 6.

Consistent with the form and appearance of Toronto's traditional shopping streets, it is envisaged that shops would be located at grade, with professional offices and community services located either at ground level or above. The upper storeys of the buildings along main street would be residential. Figure 20 suggests that only the western portion of Front Street East would incorporate commercial uses. This is based on preliminary estimates of the market demand for neighbourhood retailing, which is unlikely to sustain continuous retail development the length of Front. The Retail Marketing and Implementation Strategy Study now in progress will recommend a more precise delineation of ATARATIRI's main street.

Figure 20 suggests smaller areas of retail at grade at other locations within the site, notably on the Parliament Street and King Street East frontages and near the Eastern/Front/Trinity intersection. Limited retailing in these locations would benefit from a known address on an accessible street, and could provide services to parts of the new neighbourhood that are further removed from the Front/Cherry node. In addition to these retailing concentrations, it is anticipated that isolated locations for convenience shopping (the ubiquitous "corner store") will be established in more remote portions of the site, such as the southeastern quadrant.

A major challenge being addressed by the retail marketing consultants is the need to have basic retail services in place prior to total occupancy of the new residential community. The areas being proposed for retail uses are likely to be developed in the early phases of construction. It is reasonable to assume that many prospective business tenants will be wary of establishing themselves in this new space before their potential clientele has been fully established. The consultants will suggest various approaches to this scheduling dilemma, including possible inducements and the role of interim uses. As discussed in section 8 to follow, at-grade space that is flexibly designed may be equally appropriate for retail enterprises, community

services and cultural activities. In the period leading up to the construction of major neighbourhood facilities, therefore, the phasing in of retail businesses may mesh with the phasing in and out of certain community uses.

### (D) COMBINED LIVE/WORK SPACE

A consistent theme in the planning approach to date for ATARATIRI has stressed the virtues of a diverse mixture of activities that will provide the new community with a sense of vibrancy as well as resiliency. There has also been a call to reduce the separation of home and work in order to lessen commuter pressures on the City's transportation system. Additional arguments favouring the blending of residential and work activities in a common location-advocated by members of the visual arts community in particular - have cited cost advantages and space utilization efficiencies. For single parents, home occupations offer the possibility to earn income while at home with young children.

Traditional planning controls have generally sought to segregate different land uses. The exclusionary basis of zoning regulations recognizes the intrinsic incompatibility of certain unlike activities, especially residential and industrial uses. In existing industrial areas with established businesses, allowing commercial or residential incursions is often destabilizing. In the case of ATARATIRI, however, the integration of industrial and non-industrial uses can be planned from the outset in a comprehensive fashion. The challenge is to discriminate at a more refined level of analysis among activities that vary in compatibility with each other and to develop appropriate siting and building design and construction controls.

With the possible exception of some of the most environmentally problematic sites located in Figure 20, it is anticipated that dwelling units could be incorporated with non-residential development on all of the industrial/commercial parcels described above, subject to acceptable design, construction and siting. Staff is currently researching how to accommodate these use permissions and caveats within zoning and building code regulations.

In addition to allowing residential uses in predominantly industrial and commercial areas, it would seem equally appropriate, from the viewpoint of reducing the separation of work and home and realizing efficiencies in the use of space, to permit certain business activities within dwelling units in the residential core of ATARATIRI. Again, such combined-use permissions would have to be sensitive to the health and safety of occupants of the dwelling unit, as well as the potential for negative impacts on neighbours. In other jurisdictions where this sort of hybrid use is permitted, controls have usually been put on the amount of space allocated for non-residential use within a dwelling unit, the nature of the business and the number of employees. Clearly, the regulations should prohibit any activities that involve excessive noise, noxious or hazardous materials and emissions, and which generate an unacceptable amount of traffic.

### (E) LOCAL EMPLOYMENT OPPORTUNITIES

There may be a number of social benefits to be derived from creating a strong local employment base. The likely profile of the new community (discussed in section 8) will include a significant

New retail, office and residential development at King and Parliament Streets.

number of economically disadvantaged households who may at present hold marginal positions within the job market. Generating employment opportunities for these future ATARATIRI residents will presumably reduce the need for other social supports and generally promote more of a sense of community and belonging within the neighbourhood.

In promoting a better overall balance between home and work locations, the benefits of creating employment opportunities that are targeted for the local population may extend beyond the immediate ATARATIRI area. As discussed above under the topic of combined live/work space, reducing the separation of work and home could help relieve pressures on the City's regional and arterial transportation networks.

Developing a strong local employment base aimed at integrating the needs of the workers and residents of ATARATIRI can be pursued via two avenues: the promotion of small business opportunities that may be locally owned and controlled; and job creation for the employment disadvantaged.

The Non-Residential Uses Study suggests that the first approach, promoting small business, might be accomplished under the auspices of a Community Development Corporation. While this business model has been examined further within the context of both profit-making and non-profit ventures, the economics of different development initiatives need to be analyzed in more detail. A key component of such an analysis would be the identification of funding sources.

The Community Business Centre associated with the George Brown College Foundation provides technical and planning assistance to groups that are addressing employment problems in the City. The Director has offered the Centre's resources to ATARATIRI staff and members of the Neighbourhood Advisory Council. Currently, the Centre is undertaking a study of ATARATIRI to determine the most appropriate business models to meet the community economic development goals articulated by NAC and staff. In the future, the Community Business Centre could be of direct assistance to small businesses locating in ATARATIRI.

The second approach of local job creation for the employment disadvantaged is as much part of a community development strategy for ATARATIRI as it is a component of the neighbourhood's economic planning. Providing opportunities for underemployed and unemployed residents to enter the formal labour market could be seen as integral to the successful provision of quality community and social services. The Community and Social Services Study, currently underway and discussed in more detail in section 8 of this report, is addressing the issue of community ownership of social services. A possible model envisages service provision under the management of a Community Board. The scope of the Board could include employment creation, with the potential for it to act as a type of Community Development Corporation. The role of worker and consumer co-operatives also merits examination under the umbrella of planning and managing community services.

### (F) IMPLEMENTATION

The preceding discussion touched upon means

of developing the non-residential component of ATARATIRI in order to realize both social and economic goals. Clearly, such strategies need to be mapped out further. A comprehensive marketing programme is required that targets particular businesses; assesses their location, servicing and space needs; determines likely development costs vis-a-vis current and projected returns on property; and recommends means of property disposition, taking into account project economics and phasing.

At this point, it seems desirable that the City sustain its ability to influence the future course of industrial and commercial development in ATARATIRI. How this is achieved in a mixed economy brings into view questions of sale and leasing arrangements and various partnership models.

A preference for smaller businesses, perhaps with a measure of local control, is emerging. The Non-Residential Uses Study recommends that parcel disposition favours the small business sector, which is growing most rapidly and faces a critical space shortage in the downtown area. The extent to which this goal can be accommodated while realizing adequate returns must be assessed. There are implications for how development parcels are configured and the process by which they are allocated. The foregoing discussion of local employment opportunities identified the need to merge this analysis with the approach to community development and the delivery of social services.

A case has been made to secure an anchor for the local economy in the form of a major public institution such as a community college. The feasibility of such a proposal has to be tested from the viewpoints of both a prospective institution and the future ATARATIRI community.

All of this diagnostic research must recognize various contingencies and thus provide a range of responses to shifting market conditions and changing local circumstances. One of the most significant areas of uncertainty in this respect is the future of the Gooderham & Worts properties, whose redevelopment will certainly have an impact on the local economy. Conversely, the scale of ATARATIRI is such that it forces a symbiosis with Gooderham & Worts and other industrial and commercial developments in the area, underscoring the need for comprehensive planning and a level of cooperation between the public and private sectors.

## AREAS OF ONGOING STUDY

The economic development work programme for ATARATIRI is now focusing on the implementation issues outlined above. The recently commissioned Retail Marketing and Implementation Strategy will advise on means of securing an appropriate mix of retail services for ATARATIRI. Terms of reference are now in preparation for a Feasibility Analysis of Mixed-Use Development Parcels, which will examine similar strategies for the other non-residential activities that have been targeted for ATARATIRI.

The Feasibility Analysis will combine a market study with an economic study to describe the business environment in which the proposed activities exist and to predict the expected returns from investment. It will be applied to selected

blocks in ATARATIRI that seem appropriate for mixed-use development, as shown in Figure 20. The Feasibility Analysis will proceed in three phases. The first phase will present a general analysis of market conditions for various types of real estate products and create a possible absorption schedule. The absorption schedule will indicate the time required by the market to absorb the expected supply of different types of real estate space.

The second phase of the study will focus on project feasibility by determining whether specific projects make sense from a financial or investment viewpoint. This will involve broadly based pro forma calculations. The final phase of the Feasibility Analysis will produce an implementation strategy which will identify a potential pool of tenants/buyers. Market segmentation is critical in preparing an appropriate marketing approach for non-residential development in ATARATIRI.

The results of the Retail Marketing Study and the Feasibility Analysis will assist the research being conducted by the Community Business Centre. As discussed above, the work on local economic development will also overlap with the research being undertaken in the Community and Social Services Study.

Finally, work in-house is underway in sorting out the regulatory implications of combining living and work space. Precedents have been established in other jurisdictions and are being examined for their relevance to the Toronto situation, taking into account current zoning and building code requirements.

**The historic building at Front and Cherry Streets will continue to be a vital part of the community.**

# 8. SOCIAL PLANNING

## PROGRESS TO DATE

A Social Structure Analysis Study was conducted during the Summer of 1989 by Gerald Daly, Victor Helfand and David Thornley. The general goals of the study were to investigate various housing mix options for ATARATIRI and to assess the demographic profiles associated with each, with a view to their possible community service implications. In particular, the consultants first examined population and demographic trends in the City of Toronto and selected central city neighbourhoods. They then analyzed assisted housing demand, as indicated by social housing waiting list data. At a more focused level, the consultants explored the particular housing needs of a number of "special needs" groups: people with disabilities; new immigrants and refugees; street youth and teenage mothers; the frail elderly; the hard-to-house (including many requiring community mental health supports); and low income women (particularly the victims of domestic violence). Following from this initial research, they constructed a number of hypothetical unit mix scenarios and income profiles based on various housing allocation assumptions. Finally, the consultants developed projections for the future residential population, paying special attention to the anticipated school-age and elderly populations.

While work was underway on the Social Structure Analysis Study, Planning and Development staff completed an in-house Review of Existing Community Services and Facilities in the ATARATIRI environs. The study defined a catchment area bounded by Yonge Street, Shuter Street, the Don River and Lake Ontario, in which 33 community service agencies were identified. Twenty service providers were personally interviewed in order to determine the nature and extent of their existing services, their abilities to serve the new community at ATARATIRI in the future, and their views on any current or projected service gaps.

In November 1989, the firm of Peat Marwick Stevenson and Kellogg was selected to undertake a Study of Community and Social Services. The study, which is still underway, is intended to build upon the findings of the previous two studies. Having some preliminary notions of who will be living in ATARATIRI and knowing the extent of existing services, the current study will recommend a general strategy for implementing community and social services in ATARATIRI. In meeting this objective, the consultants will address issues such as the type, location, quality, capacity and phase-in of services. They will consider how best to coordinate and integrate new programmes with existing services in adjacent neighbourhoods. In terms of implementation, the consultants will identify potential planning, funding and legislative mechanisms for ensuring that the required facilities are developed in a timely manner by the appropriate agencies or service providers.

At the time of writing, the consultants have completed a more detailed analysis of the population projections for ATARATIRI, narrowing the options that had been presented in the earlier Social Structure Analysis Study. Extensive interviewing has occurred with service providers and funding agencies, and the consultants have been able to characterize more clearly the various service provision issues. An

incomplete draft report is now being reviewed.

## ISSUES AND EMERGING DIRECTIONS

### (A) HOUSING MIX

The Housing Development Agreement (HDA) between the City and the Province provides for 60% of the dwelling units in ATARATIRI to consist of a mix of "affordable housing", with no more than 40% of the total housing stock to be market housing. Further, the HDA stipulates that at least 35% of the total number of units will be produced under a provincial social housing programme. The HDA defines "affordable" in terms of accommodation that is within the means of the lowest three income quintiles of the population residing in the Toronto CMA.

Since the announcement of ATARATIRI in July 1988, the "affordable housing" category has posed problems for staff since no senior government programmes exist that provide funding for affordable rental or ownership housing per se. The 35% social housing that the Province has agreed to provide falls within the definition of affordable housing, but this still leaves 25% of the total units outstanding, if the City is to realize the 60% target. Presumably, in the absence of senior government assistance, the City is expected to subsidize the lease or sale of land at ATARATIRI to bring the housing charges associated with these units to within the defined limits of affordability. In the case of affordable rental accommodation, the required subsidies over time could prove very costly. In the case of affordable ownership housing, the City may find it difficult or impossible to sustain the initial level of affordability through successive re-sales (as was the experience previously with the St. Lawrence Neighbourhood private market townhouses).

It has been assumed to date that the market housing to be provided at ATARATIRI will be predominantly in the form of condominium units in order to maximize returns to the City and help cover the total development costs. If the 25% affordable housing that has not yet been committed for provincial assistance also takes the form of ownership housing, then the resulting tenure mix is 35% rental vs. 65% ownership. This weighting is opposite to the general Toronto situation, where 60.5% of households are renters and only 39.5% owners, according to the 1986 census. (For Ward 7, where ATARATIRI is located, the split is even wider, with 86.8% of households renting.)

The Social Structure Analysis Study reported a very strong demand for social housing in Toronto. The current number of households on the waiting lists of the three municipal non-profit housing producers in Metro together approach three times the targeted number of residential units to be constructed at ATARATIRI. This does not include people waiting for accommodation in cooperatives or other non-profit housing developments. Estimates of Toronto's homeless population alone exceed the total projected population for all of ATARATIRI. With apartment vacancy rates persisting at levels below one percent and with continuing high housing charges in both the rental and ownership sectors, there are no immediate signs of relief for lower income households in the Toronto housing market. Strictly on the basis of need, a convincing argument could be made for accommodating as many low income households as possible in ATARATIRI.

In view of the high level of demand for low cost housing in Toronto, and recognizing the City's current tenure mix, staff feel that the ATARATIRI housing mix should be targeted at 60% social housing units and 40% market units. At the moment, this is the only way of ensuring that all of the non-market housing remains in the rental sector. It also reflects the split between social and market housing in the St. Lawrence Neighbourhood, although the senior government programmes under which St. Lawrence was built have changed, so the subsidy levels there would not be directly comparable to the ATARATIRI situation. A significant market component is felt to be necessary to establish an appropriate social balance and to contribute to the financial viability of the development. However, the majority of the housing should constitute non-profit, assisted units if the City wishes to respond more adequately to existing and projected needs. The ATARATIRI Neighbourhood Advisory Council concurs with this point, as posited in the 31 January 1990 report to the Executive Committee from the ATARATIRI Corporate Steering Committee.

Figures 21 and 22 indicate the unit distribution implications that may result from a 60/40 target mix. These graphs are intended to be illustrative, not prescriptive. They are based on several assumptions that seem reasonable today, but may not prove to be accurate in future years. A total of 7330 housing units is assumed at project completion, based on some preliminary in-house massing studies. Figure 21 shows how these units would be distributed among different producers if one allows for an even allocation among the three main social housing sectors in Toronto. Based on the most recent indications of

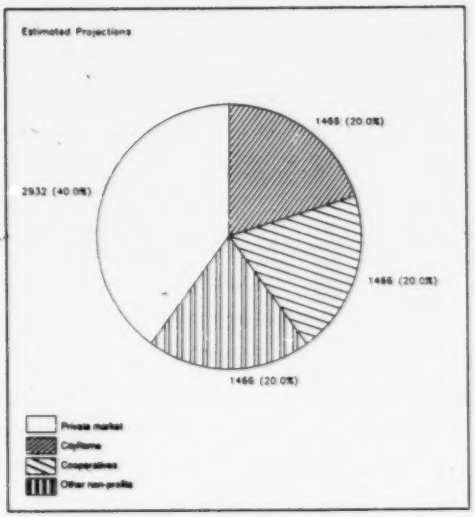



FIGURE 21 Unit Distribution by Provider

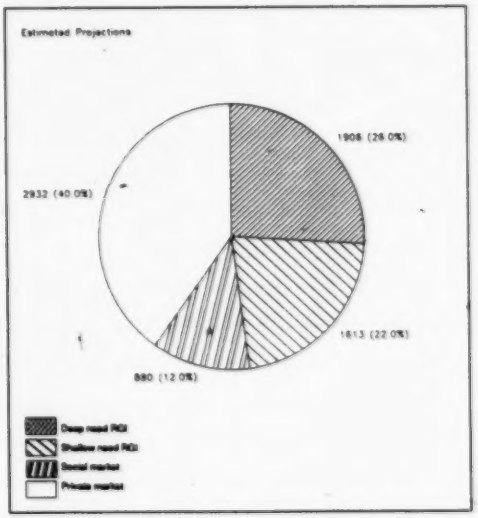



FIGURE 22 Unit Distribution by Level of Need

subsidy levels in various new developments, Figure 22 depicts the levels of subsidy that may be expected to occur in ATARATIRI. The two categories of rent-geared-to-income units (RGI) refer to household income cut-offs that are set periodically by the Ministry of Housing and which vary according to unit size (for example, the household income limits for renters in a two bedroom Cityhome unit currently are $34,000 for shallow need and $15,768 for deep need). The "social market" category comprises units with rents that are not specifically subsidized, but reflect the prevailing market rent levels in the area as determined by the Province. As a word of caution, this sort of distribution is sensitive to senior government programme requirements and the policies of individual providers, and may shift accordingly in time. With these caveats in mind, Figure 22 demonstrates that, in general, the 60/40 mix should be able to deliver a reasonable range of subsidy levels among housing units in ATARATIRI. The following section will explore how this unit distribution may impact on ATARATIRI's demographic profile.

### (B) POPULATION PROFILE

It should be emphasized that the population projections in this section merely predict how the community would likely evolve according to existing demographics in the downtown area. They provide a useful benchmark from which discussions of alternatives can flow and they are not intended to be prescriptive. Policy decisions can and invariably will be made in the allocation of housing sites that will affect the ultimate composition of the neighbourhood's population.

Based on existing occupancy patterns and the distribution of units by provider and need level discussed above, ATARATIRI eventually might be home for approximately 14,300 residents. The predicted average household size for ATARATIRI is about two persons per household, which is the current average for the Central Area, but somewhat below the City's 1986 average household size of 2.4.

Figure 23 suggests how this population may be proportioned according to level of housing subsidy. Again, these projections rely on characteristics of the existing housing market. In developing them, the consultants reviewed the recent portfolios of the different housing providers in terms of unit breakdown and occupancy levels. The population estimates will vary if the allocation of units among providers is changed or if different occupancy characteristics are assumed.

For planning community and social services, it is important to have population estimates that differentiate among various household types, age categories (especially the school-aged and elderly populations), and special needs groups. The Community and Social Services Study consultants reviewed available data on the household composition of Cityhome tenants and cooperative housing tenants. (Both the cooperative and private non-profit housing sectors collect tenant data sporadically, hence there was a greater reliance on Cityhome statistics.) When analyzed together with the results of the 1989 Central Area Residents' Survey (CARS), they were able to make some estimates of the household composition and age structure that might characterize ATARATIRI upon its completion. Figure 24 compares their household

composition projections for ATARATIRI with information from the 1986 census for Ward 7 and the rest of the City. ATARATIRI is located in Ward 7, which houses a broad mix of household types.

The category of "other" includes extended families, groups of unrelated persons, and different families living together. Based on current patterns, one may expect ATARATIRI to house a significantly greater proportion of single parent families than is characteristic of the City as a whole (but substantially less than the proportion of single parent families in Ward 7). Conversely, there may likely be fewer childless couples and two-parent families residing in ATARATIRI than is typical for Toronto. The proportion of ATARATIRI households projected to contain only one person is virtually identical to that for the City (37%) and is somewhat lower than that for Ward 7. The large proportion of "other" households forecast for ATARATIRI reflects a relatively higher incidence of shared living in the downtown area and in certain forms of social housing.

The consultants predict that the total number of children aged 0-19 years will be around 2400 once ATARATIRI is completely occupied, or 17% of the total expected ATARATIRI population. This is an over-representation of children relative to the Central Area, where 14% of the population is under 20 years of age, but is proportionally less than the 1986 figure of 20% for the City as a whole. A look at the age distribution within the under-20 year-old group in the Census and the CARS studies suggests that there may be relatively more 15-19 year-olds and fewer elementary and pre-school age children in

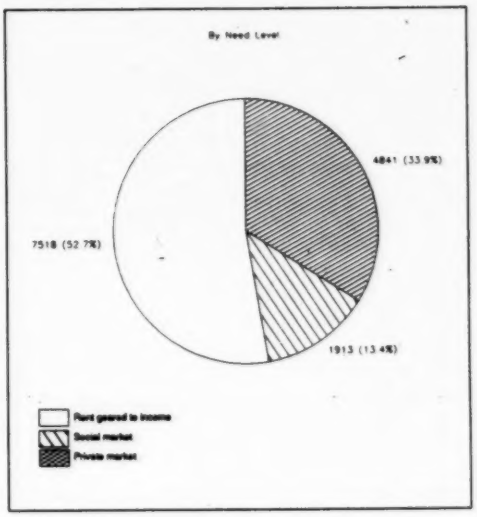



FIGURE 23 ATARATIRI Projected Population

ATARATIRI, if the new neighbourhood comes to mimic the Central Area of recent years. The final school-age population predicted for ATARATIRI is approximately 1900 (not all of whom will be in school).

It is difficult to predict the number of senior citizens who may reside in ATARATIRI because this will rely heavily on the number of units allocated to certain social housing providers, such as the Metropolitan Toronto Housing Company, that produce the bulk of the social housing for seniors in Toronto. Although efforts can be made to encourage housing projects that are inter-generational, it is difficult to say how many seniors will be attracted to this type of accommodation. The consultants suggest that, for general planning purposes, it may be useful to consider that a range of between 6% (just over 900 seniors) and 11% (over 1500 seniors) of ATARATIRI's final population will be over 65

years of age.

The Community and Social Services Study consultants also attempted to estimate the future income profile of the ATARATIRI community. Figure 25 displays their projections alongside the results of the CARS study. It is clear that the current income profile of the Central Area is weighted towards higher income households. The projected distribution for ATARATIRI is more even by comparison. Not surprising, given the anticipated amount of social housing, ATARATIRI's population is likely to be over-represented in the lower income categories (in fact, the consultants caution that there may be an even greater incidence of low income than their predictions suggest). Residents of social housing tend to have a lower labour force participation rate than private market residents. Most of the households that fall within the higher income ranges are likely to constitute residents of private market housing. Two-income households are more prevalent within this group and the jobs that are held tend to be better paying. Since ATARATIRI will include significant amounts of both social and private market housing, a balancing effect should be achieved in which a range of income groups are served, as indicated in Figure 25.

In summary, demographic projections based on a 60/40 split between social and private market housing demonstrate that ATARATIRI is likely to accommodate people from a reasonably balanced range of household types, age groups, and income categories. While the characteristics of the final population may vary in some respects from City averages, ATARATIRI should not appear to be markedly different from other Toronto neighbourhoods. There probably will be higher than average numbers of shared households and one-parent families in ATARATIRI. Children are likely to be somewhat over-represented relative to the downtown area in general. Incomes of social housing tenants will tend to be low, but the higher incomes likely to be associated with the market housing residents will result in a reasonable overall blend of income ranges.

(C) SPECIAL NEEDS GROUPS

The population projections described above were based on survey data of existing areas of the City and the occupancy characteristics of particular housing types. This sort of analysis tends to overlook any unique population groupings that are either under-represented or unidentified in the larger data bases. For this reason, the Social Structure Analysis Study examined more closely the housing needs of six identified groups.The consultants conducted focus group interviews to elicit information relating to unit and building design, community space (both within residential buildings and in the surrounding neighbourhood), and community support services. As a result, a number of suggestions were brought forward to assist in the social and physical planning of ATARATIRI. First and foremost, disadvantaged and special needs groups appear to be poorly served by the private housing market. ATARATIRI could represent an opportunity to accommodate significant numbers of people who otherwise face extreme difficulties in obtaining appropriate shelter. Second, the groups interviewed wish to be part of a mixed community and not be isolated in a particular area or building. Third, the provision of housing

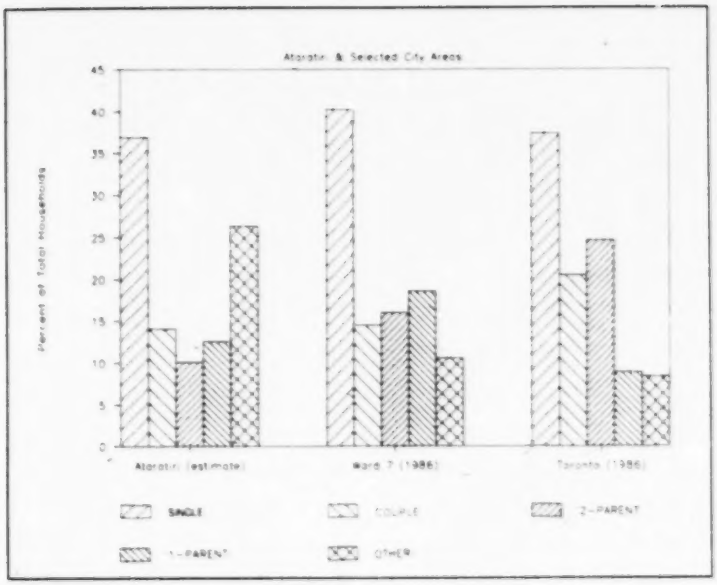



**FIGURE 24 Household Composition**

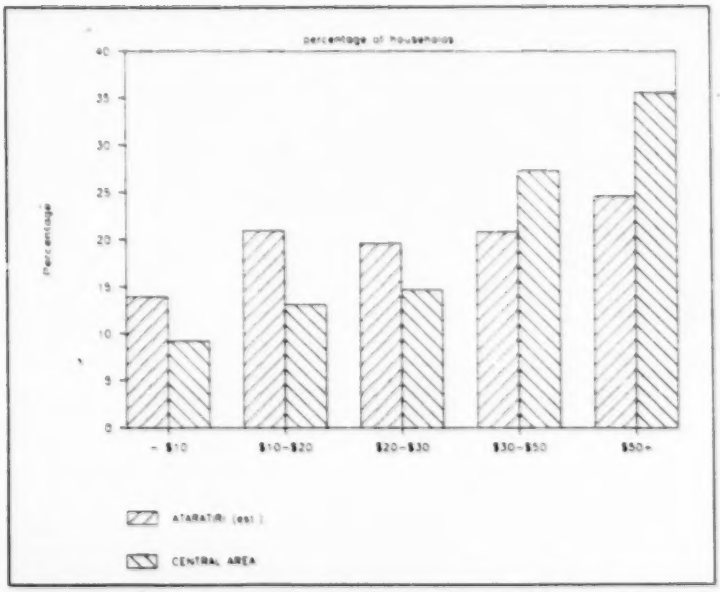



**FIGURE 25 Comparison of Income between ATARATIRI (estimated) and the Central Area (1989)**

should be clearly separate from the provision of support services.

On the more detailed aspects of building design, it was stressed that communal spaces should serve the needs of the mobility impaired as well as families with children. These facilities should include convenience retail services, passive recreation areas and informal meeting space. In terms of community resources outside of residential buildings, it was noted that there is a need for services that foster self-help and local economic development, in addition to more traditional community facilities such as schools, child care, public parks and a recreation centre. Finally, there was a strong consensus among all of the groups interviewed that the planning for community support services should be a consultative process involving both local service providers and the potential users of their services.

The size and nature of the special needs population to be accommodated in ATARATIRI will depend largely on how housing units are allocated and the policies of the selected providers. At this time, it is important that the initial design and servicing structure of ATARATIRI not preclude future participation of any group that may have special physical, social and community support requirements. Then, as unit allocation decisions are made, it will be critical to have a community service strategy in place that can respond appropriately to the needs of incoming residents.

### (D) INTEGRATED SERVICE PROVISION

The foregoing discussion of ATARATIRI's demographic profile has direct service provision implications. It is possible to anticipate the need for certain "generic" facilities: schools, child care centres, recreation facilities, library resources, health facilities and so on. As mentioned with respect to special needs groups, however, much of the detailed community service planning should occur closer to actual occupancy. The groundwork has begun now with an assessment of the existing inventory of services in the area and the development of a strategy to bring additional services onstream when needed.

The Review of Existing Community Services and Facilities conducted in the Summer of 1989 determined that most agencies in the area surrounding ATARATIRI are operating at capacity. The locations of the agencies that were surveyed are indicated in Figure 26. Most community services are currently targeting either the St. Lawrence Neighbourhood or the Regent Park area, and have few resources left to meet the needs of a large, new development. Possible exceptions are the two schools nearest to ATARATIRI. Sackville (public) and St. Paul's (separate) Schools are located in the Corktown neighbourhood just north of ATARATIRI and each is currently under its student capacity. In both cases, surplus space is being used for special programming and other community activities.

The Community and Social Services Study currently underway is exploring means of developing an integrated system of services and facilities for ATARATIRI. The most likely approach will build upon the existing local service network. The consultants are examining multi-service centre models and the opportunities for sharing space and resources

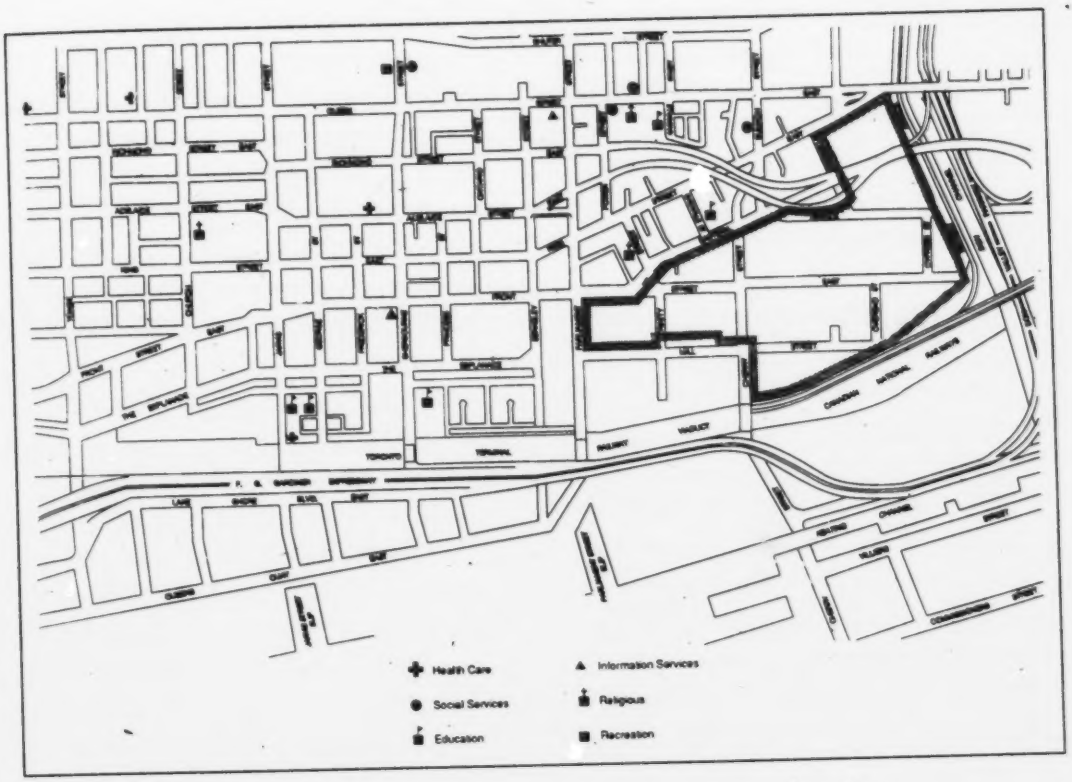



**FIGURE 26 Existing Community Services**

among a variety of agencies. By interviewing key service providers and major funders, they will be able to advise on matters of service thresholds, start-up time and space requisites. To further the goal of service integration and coordination, the possible role of a Community Board is being assessed.

The concept of integration may extend beyond the activities of a number of discrete community and social agencies. As described in previous sections of this report, ATARATIRI is intended to have a main street to serve as its commercial and social focus. The most likely location is along Front Street East near Cherry Street. The historic building at the Front/Cherry intersection may provide a logical node. The juxtaposition of local businesses and community facilities in this area may promote a level of intensity and interchange that enhances the success of each.

Because ATARATIRI will be a mixed-use neighbourhood, the service needs of both future workers and residents must be considered. A case in point is workplace day care. Again, this underscores the need to integrate services and coordinate their delivery among a number of potential providers.

### (E) PHASING OF SERVICES

It is clear that one of the primary challenges of providing community services for ATARATIRI residents and workers will be to ensure that the appropriate facilities and programmes are in place when they are needed. An oft-cited criticism of other large, planned neighbourhoods (including St. Lawrence and Harbourfront) is that the community and social supports were lagging. As a result, there were chronic service shortages during the initial phases of occupancy.

A Community Board, as mentioned above, may be instrumental in obviating some of these implementation delays. Ultimately, such a body could be controlled by local residents and workers. Until there are people living in ATARATIRI, however, the interests of future residents would have to be represented by others. If established before the first buildings in ATARATIRI were completed, the Board could employ community development workers who would begin working with existing agencies in the immediate area. At the outset, it might make most sense to encourage established providers to develop satellite programmes for the incipient ATARATIRI community. As the local population swells (and the resources in the surrounding area become further strained), locally based programming would commence. This is just one of a number of approaches to service phasing being examined by the study consultants.

The key to allowing for the incremental growth of community services is to provide space that can be expanded over time. The dilemma here is the same as that confronting the retail implementation strategy: space must be constructed at the beginning for facilities that will not be fully operational until some point in the future. In either instance, successful planning and implementation will depend on built-in flexibility. In fact, it may be possible to design and build at-grade space near the community's core that can accommodate a succession of interim uses, including both retail businesses and community services.

## AREAS OF ONGOING STUDY

The Community and Social Services Study is well underway. It is testing some of the notions of service provision discussed above. In moving towards actual implementation, a multiplicity of agencies, political jurisdictions and funding cycles will have to be sorted out. The consultants will map out where the attendant opportunities, constraints and connections lie. They will suggest mechanisms to assist service planning, implementation and monitoring.

The ATARATIRI Plan will contain a community service strategy based on this research. It will establish the immediate service priorities for the initial phases of development and recommend means of implementation. It will then outline an ongoing process to encourage the coordinated delivery of services in response to anticipated community needs.

The housing mix and anticipated population profile, described in approximate terms in the previous section, will be more clearly defined in the near future through further research and consultation with NAC and the general public.

# 9. STRATEGIES

In the preceding sections of this report, the work to date in four broad study fields (environmental, physical, economic and social) was assessed. The current work programme is based on the results of the earlier research and is being guided by the planning principles articulated by staff and the Neighbourhood Advisory Council. The outcome of the follow-up studies will form the foundation of a new Part II Official Plan for ATARATIRI.

The Part II Plan will establish the kind of community that will be developed and how the development will be implemented. The Plan will be effected through a number of legal and financial mechanisms that are based on existing planning legislation. In essence, the Plan will constitute a package of implementation strategies, framed in legal language, that will ensure that ATARATIRI meets the City's agreed upon goals and aspirations.

In this section of the report, these strategies are grouped under different implementation objectives. The outcome is a mix of planning controls and development requirements that will be expanded and refined before being included in the Part II Plan.

## IDENTIFY GOALS AND TARGETS

At the outset, the Part II Plan will establish broad environmental, physical, economic and social goals for ATARATIRI, consistent with the planning principles (forwarded for approval in this report), and having regard for existing City policies. Some of these goals will be translated into more specific targets, such as the expected number of housing units for various household types, and the anticipated number (and breakdown) of jobs to be created.

These goals and targets will guide individual development decisions, essentially acting as benchmarks for judging the merits of each new initiative. Ultimately, they will serve as evaluation criteria to determine the level of success the City has achieved in reaching its targets.

Community goals and targets of this nature typically take the form of Official Plan policy statements, which in the Part II Plan will comprise amendments to the City's Part I Official Plan.

## CREATE STREETS, BLOCKS AND DEVELOPMENT PARCELS

As discussed earlier in this report, the site planning work to date has established the need to develop a much finer grain of streets and blocks than currently exists in the area, in order to reflect better the traditional Toronto street pattern and to create more manageable development parcels. A number of studies have also called for careful lot delineation to promote diversity in built form, while also ensuring efficient access, circulation and physical servicing.

Since the entire site will be under single ownership to begin with, the City could create the block pattern for ATARATIRI simply by laying out whatever new streets are required. Lots within each block could be created through consents approved by the Committee of Adjustment. This approach could prove unwieldy, however, given the size of ATARATIRI (32.5 hectares), the likely participation of a

number of individual developers (both private and public), the possibility of different tenure arrangements (fee simple, condominium, lease), and a complexity of land uses.

The usual process to lay out streets and development parcels is a Plan of Subdivision, as set out in sections 49 and 50 of the Planning Act. A distinct advantage of plans of subdivision, beyond simply creating blocks and lots, is the municipality's ability to secure a broad range of agreements registerable on title as a condition of subdivision approval.

It is unlikely that the entire site will be subdivided into building parcels at the outset of development. It is more probable that only those areas to be developed first will be subject to detailed parcelization. The remainder of the site likely will contain basic building blocks that have not been subdivided yet into development parcels. This will allow for greater flexibility in future site planning and property disposition decisions as a number of specific project proposals come forward for consideration in each phase of development, to be "juggled" together on particular blocks. If initially the entire ATARATIRI site was subject to a plan of subdivision, subsequent parcelization could be accomplished fairly expeditiously through part lot control.

## DETERMINE APPROPRIATE LAND USES AND BUILT-FORM

The Plan for ATARATIRI will establish what type of uses will be permitted and where they will be located. The densities associated with each land use category will be assigned for different areas of the site. Other aspects of design, siting and physical servicing will be specified. This will include parking and loading requirements, height restrictions and setback limits. These physical development standards and land use controls are usually implemented through zoning by-laws. In the case of ATARATIRI, an area specific amendment to the City's general Zoning By-law will be proposed in the Plan.

More specific matters of massing and conceptual design will be stipulated for each development parcel. Guidelines will be established to direct how buildings relate to each other; the streets and exterior public areas; the arrangement of through-block walkways and open spaces; the location and design of vehicular and pedestrian access; the design of parking and loading facilities; the provision of outdoor lighting; how the site is landscaped and graded; and the method of garbage storage and disposal. These urban design guidelines will be identified in the Plan, and will be enforced through Section 40 development review. For these purposes, the entire ATARATIRI site will be recommended for designation, by by-law, as an area of site plan control.

## PROVIDE FOR ADEQUATE SERVICING

It is likely that the City will provide most of the physical infrastructure for ATARATIRI prior to, or in tandem with, actual construction. At the point of project development, therefore, only smaller issues of physical servicing will have to be addressed. These may include construction of service lanes; pedestrian walkways or bicycle routes; provision of public open space on individual sites; and the granting of easements for Bell and Hydro facilities. Matters such as

these can be secured through section 40 development agreements, collateral agreements or section 50 subdivision agreements.

It is conceivable, however, that unserviced portions of the site may be disposed of before all of the physical infrastructure is in place. In these instances, it may make sense for the City to require developers to be responsible for the provision of internal streets, sewers and other major services. These considerations can be made conditions of subdivision approval and secured through section 50 agreements registered on title.

In addition to the physical infrastructure, the City will have to be assured of the timely provision of community and social services for ATARATIRI. This is more difficult to determine with certainty at any given point in the site's overall development since many actors (some outside of the City's direct control) will be involved, all operating under varied and complex funding arrangements. As mentioned earlier, the Community and Social Services Study is investigating different legal and funding mechanisms that may be applied in order to secure services when they are needed.

One possible means of ensuring that certain important community facilities are not overlooked while development is proceeding is through the use of section 35 of the Planning Act. For environmental remediation and phasing reasons discussed below, a good portion of the site will be subject to a holding provision by-law. The Plan for ATARATIRI will contain criteria under which the holding symbol is removed. The list of criteria could include a requirement that specified community service needs be addressed at the time of new development approval. The intention here would be to ensure that appropriate monitoring is occurring throughout the periods of initial construction and occupancy in order to flag the need for particular services far enough in advance to allow for implementation. It is unreasonable, however, to expect that the actual delivery of the identified services be a pre-condition of section 35 approval.

With the coming into effect of By-law No. 717-89 respecting the conveyance of land for parks purposes, certain types of new development are required to make contributions to the City for parks or public recreational purposes as a condition of development approval. Some uses, such as industry, social housing and certain institutions, are excluded from these requirements, as are some areas of the City. ATARATIRI will be a planned community with a full range of public parks and recreational facilities. Because the City is the current owner of the site, it will be unnecessary to require parks conveyances from subsequent developers. Essentially, the City will aim to recover whatever public infrastructure and service costs it incurs in initial site preparation through the returns on land sales and leases. The Plan, therefore, will include a recommendation to exempt ATARATIRI from By-law No. 717-89.

## ENSURE APPROPRIATE ENVIRONMENTAL REMEDIATION AND FLOOD PROTECTION

A condition of the environmental Exemption Order for ATARATIRI is that the Official Plan Amendment for the undertaking (which will be contained in the Part II Plan) shall provide for

an appropriate environmental planning and approvals process; ensure that future residents are made aware of the nature of any ongoing environmental concerns; require that the agreed upon environmental mitigation measures recommended by the City's studies be carried out and be binding on successive owners; and ensure that suitable plan examination and on-site environmental inspection and supervision occurs in order to enforce compliance with the environmental terms and conditions.

The preferred mechanism for securing environmental conditions like those contemplated in the Exemption Order a section 50 subdivision agreement. The conditions may be broad ranging as long as they reasonably relate to the safe and orderly development of land. They are registered on title and binding on subsequent owners.

The Exemption Order also requires that the site be the subject of a holding symbol under section 35 of the Planning Act. The Plan for ATARATIRI would specify what environmental criteria would have to be satisfied before the "H" is removed and development permitted to proceed.

The provincial flood plain planning policy statement requires policies in the Official Plan indicating, for flood prone areas, the circumstances under which new development may be permitted and identifying the minimum level of protection required. In the case of ATARATIRI, these policies could either form part of the Part II Plan (as suggested in section 2) or be submitted earlier as a separate amendment to the City's Part I Official Plan.

The provincial implementation guidelines that accompany the flood plain planning policy statement outline in more detail the range of other planning controls that may be relevant in regulating development in flood plains. These include zoning by-law amendments, holding by-laws, interim control by-laws, subdivision control, and site plan control (development review). It is likely that a number of these mechanisms will be used to ensure adequate flood protection for ATARATIRI.

## PROVIDE FOR PARCEL DISPOSITION

It is anticipated that a number of different parties, public and private, will be involved in the actual development of ATARATIRI. It is important that a process be established for the City to allocate sites efficiently and equitably among various developers and housing producers, and that the appropriate legal mechanisms are in place to permit the City to act accordingly.

Through the Housing Development Agreement, the Province has assigned responsibility to the City to coordinate the planning and development of the non-profit housing units within ATARATIRI and to recommend the allocation of funding commitments among the various social housing producers. Consistent with current Council policy, it is expected that recommendations on site allocations to social housing providers (Cityhome, Metro Toronto Housing Company, private non-profits and non-profit co-operatives) will be made by the Land Disposition Subcommittee of the Neighbourhoods Committee. It is expected that these recommendations will be based on staff advice and the results of public proposal calls, having regard for any overall targets contained

in the Plan for ATARATIRI. These targets will reflect input from NAC and the general public.

Up to 40 percent of the dwelling units in ATARATIRI will be market housing. A similar process to the one just described will have to be established to dispose of land for private residential development. Policy decisions will have to be developed on whether land is sold or leased. The current Council policy with respect to social housing providers allocated City land, is that sites are leased for 40-year terms. Special legislation will have to be sought if the City wishes to entertain the prospect of joint ventures with private developers on expropriated land, as has been the case with some partnership developments in the St. Lawrence Neighbourhood. There may also be legal impediments to condominium development on leased properties. These legal questions are currently being reviewed by staff. If it is determined that some form of special legislation is required to give the City sufficient flexibility in disposing of development sites, an appropriate application to the Province should be made soon in order to avoid delays at the point when construction is about to begin.

It is unclear at this point how land for non-residential development should be allocated. As guiding principles, the land disposition process should be open and fair to all prospective participants; should be reasonably efficient and expedient in order to allow quick response to market conditions; and should ensure that the City's social, economic and financial goals are realized and sustained. It is possible that non-residential land disposition could occur under the auspices of an arms-length, non-profit

A variety of parks and open spaces means residents and workers will enjoy pleasant and comfortable surroundings.

Mixed-use planning helps ensure a vigorous, safe and liveable community.

corporation. Again, special legislation may be required to establish such a body. The options and the attendant legal requirements have to be researched further. Any applications for appropriate provincial legislation should be made as soon as possible.

It appears advisable to designate the ATARATIRI site as a community improvement project area under section 28 of the Planning Act. In terms of land disposition, this would give Council the authority to sell or lease land in conformity with a community improvement plan. In particular, a section 28 designation could permit the City to dispose of some non-residential properties at below fair market value (if this was determined to be in the public interest), which is otherwise prohibited by the Municipal Act. An additional benefit of a community improvement project area designation would be the ability in the future to flow senior government community improvement funds into the development of ATARATIRI, if the appropriate programmes become available. A community improvement plan prepared pursuant to a section 28 designation is approved through the same process as an Official Plan amendment and, therefore, would be contained in the ATARATIRI Part II Plan.

## ENSURE ORDERLY PHASING AND ONGOING MONITORING

If development in ATARATIRI proceeds at a pace similar to that experienced in the St. Lawrence Neighbourhood, it is reasonable to expect total build-out to occur some fifteen years after inception. The actual timing will depend on a number of factors, including site preparation and remediation requirements, future market conditions and the availability of government programmes. The development process will be accelerated substantially if the City of Toronto is awarded the 1996 Olympics.

Given the fairly long construction programme and the uncertainty over future conditions, it is important that development be phased in a logical, incremental manner, with appropriate services being brought on-stream in a timely fashion. As mentioned above, the phasing must also recognize the requirements for environmental remediation. Environmental conditions will affect the order in which some blocks are redeveloped as well as the time it takes to redevelop a block. In addition, as ATARATIRI becomes occupied, residents and workers should be involved in the ongoing community planning process in order to recognize their needs and respond to their experiences.

As already discussed, decisions on how individual blocks or precincts will be subdivided into building parcels are likely to occur as the blocks are brought onstream for development. This could happen through part lot control or a similar process designed specifically for ATARATIRI.

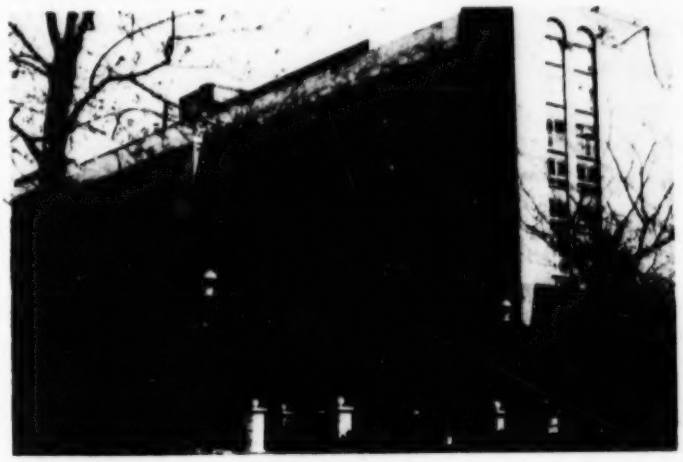
It has also been mentioned that ATARATIRI will be the subject of a holding designation under section 35 of the Planning Act. The criteria for removing the "H" will be contained in the ATARATIRI Plan and may include environmental considerations as well as a number of other conditions. For example, while the Plan will contain general urban design guidelines for the site, it may be desirable to

develop more detailed guidelines for each major block or precinct as development proceeds. This could be made a requirement of removing the holding symbol and then applied to individual projects through development review. In the case of the Railway Lands Part II Plan, a similar requirement takes the form of a "concept plan", to be prepared before the removal of the holding symbol on a particular precinct. A requirement for an assessment of work to date, perhaps including a post-occupancy evaluation, conceivably could be another of the identified criteria.

Not only should the Plan stipulate criteria for removing the "H", but it also should address the process through which the criteria are applied and a decision to proceed is made. Other than informing interested parties of its intention to act, Council is required by The Planning Act only to pass a by-law to remove the holding symbol. This decision can not be appealed. It would seem appropriate, therefore, to spell out for ATARATIRI who will be consulted in making the decision to remove the "H" and what forums may be available for the public to submit its views.

Other planning mechanisms exist that may be appropriate in certain situations to control the timing and duration of specific types of development in ATARAṬIRI. By way of illustration, problems may arise, due to unforeseen circumstances, after the removal of the holding symbol on a particular development block or precinct. A section 37 interim control by-law could be applied in such instances to prohibit development until the completion of more detailed planning or environmental studies. Similarly, the City may wish to permit an interim or temporary use of a property that, in the fullness of time, will be redeveloped for another use. If the temporary use is considered undesirable in the long term, it could be allowed for a specified period only through a section 38 temporary use by-law.

**A variety of developers helps create a socially integrated and diverse community. Cityhome – 15 Scadding Avenue.**



**Co-op Housing – 121 Scadding Avenue.**

# 10. CONCLUSIONS

The recommendations to follow ask for Council's endorsement of the planning principles that NAC and staff have developed and which have guided work to date on ATARATIRI. The recommendations also ask for Council's affirmation of the directions currently being taken with the ATARATIRI work programme.

As described in preceding sections of this report, many planning issues are still being sorted out with other agencies and a clear sense of how to proceed must await their concurrence. This applies in particular to the environmental planning workstream because of the involvement of the Ministries of the Environment, Natural Resources and Municipal Affairs and the Metro Toronto and Region Conservation Authority. At this point, therefore, it is possible only to assert a commitment to the principle of a safe and healthy community; the precise means of achieving this goal will emerge in the coming months.

Many of the other planning issues are more directly within the control of the City to resolve, however. Study results to date have allowed NAC and staff to reach preliminary conclusions as to how best to approach these matters. The emerging directions are identified in the previous sections of this report and are summarized below. This report recommends Council's approval of these planning directions in order that staff can continue working with confidence on a Part II Official Plan proposal for ATARATIRI.

- The existing buildings at 281 and 409 Front Street East should be retained. The form and layout of the new community should be sensitive to the site's historical and architectural context.
- Provision should be made for centralized neighbourhood heating and cooling if it is determined to be cost effective and environmentally appropriate, and if it can be brought on-stream in a timely fashion.
- The existing City street grid should be extended into ATARATIRI as much as possible, generally as shown in Figure 14. North-south connections should be promoted where practical, including extensions of River Street and Bayview Avenue.
- Road and intersection design and traffic control measures should direct commuter traffic around the periphery of the site and discourage penetration through local streets.
- Public transit service should be provided along Front Street East, east of Parliament and planned to be in effect for the occupants of the first phase of development.
- Front Street East should be developed as ATARATIRI's "Main Street", concentrating at the Front/Cherry node. Businesses and community services should be planned to reinforce Front Street East as the neighbourhood's social and retail focus. Its design and physical treatment should enhance this role.
- The final site plan should be based generally on the framework shown in Figure 13.
- The zoned heights and densities should be based generally on the massing emphasis shown in Figure 18.
- The open space system should be based on a hierarchy of spaces serving a full range of users and accommodating various activities. The most significant feature of this system should be a park near the Don River edge

that has a strong natural habitat theme, with more active programming in appropriate areas. Pedestrian and bicycle connections to link this park to other open space opportunities north and south of ATARATIRI should be encouraged. Public promenade space should occur along Front Street East. A number of smaller parks should be located throughout the site to serve local residents.

- In addition to retail uses to serve the local population, light industrial activities and ancillary office uses should be allowed. These should be located generally as shown in Figure 20.
- The location of an appropriate post-secondary education institution within or adjacent to ATARATIRI should be encouraged.
- An arts and culture theme for the non-residential component of ATARATIRI should be explored further and the needs of Toronto's artist community taken into account.
- As much as practical, and recognizing health and safety concerns, the integration of residential uses and appropriate non-residential uses should be allowed.
- A strategy to promote local job creation and support for the job disadvantaged should be pursued.
- The housing mix target for ATARATIRI should provide for 60% social housing and 40% market housing.
- ATARATIRI should be designed to be capable of accommodating a range of special needs groups.
- A strategy for planning and delivering community and social services should be developed to ensure, as much as possible, that the appropriate services are in place when needed.
- The community and social services plan should encourage, as much as practical, the coordinated delivery of services and their integration with other activities.
- The development should be phased in an orderly fashion with each stage proceeding in a recognizable cluster that is complete in itself.

Condominium Housing – 246 The Esplanade

# RECOMMENDATIONS

1. That Council approve the planning principles for ATARATIRI that are contained in section 4 of this report.

2. That Council instruct the Commissioner of Planning and Development to proceed with preparing a Part II Official Plan Proposals Report based on the directions indicated in this report (as summarized in section 10) and on the results of the proposed work programme.

3. That Council authorize the appropriate City staff to begin discussions with Metro Toronto and Ontario Hydro staff regarding the re-alignments of Bayview and Eastern Avenues, as described in section 6 of this report.

4. That the City Solicitor be requested to report in consultation with the Commissioners of Planning and Development and Housing on any special provincial legislation that may be required to implement the strategies described in section 9 of this report, with a view to drafting the necessary application to the Province, if required.

5. That a copy of this report be forwarded to the Royal Commission on the Future of the Toronto Waterfront with a request by Council that the Royal Commission give special consideration to the possible roles of the federal and provincial governments and other appropriate agencies in addressing the flooding problems associated with the lower Don River, as described in section 5.

6. That copies of this report be forwarded to the following parties for their information, with a request that any possible comments be submitted directly to the Commissioner of Planning and Development: the Fire Chief, the Board of Health, the Planning Advisory Committee, the Housing Action Committee, the Alternative Housing Subcommittee, the Safe City Committee, the City Cycling Committee, the Cityplan '91 Task Force, the lower Don River Clean-Up Task Force, the Gardiner Lakeshore Task Force, the Toronto Historical Board, the Toronto Arts Council, the Toronto Board of Education, the Metropolitan Separate School Board, the Metro Toronto Chief of Police, the Metro Toronto Commissioner of Planning, the Metro Toronto Commissioner of Transportation, the Metro Toronto Commissioner of Parks and Property, the Metro Toronto Commissioner of Community Services, the Toronto Transit Commission, the Metropolitan Toronto and Region Conservation Authority, Ontario Hydro, the Minister of Housing, the Minister of Natural Resources, the Minister of the Environment, the Minister of Municipal Affairs, the Minister of Education, the Minister of Community and Social Services, the Minister of Industry, Trade and Commerce, the federal Minister responsible for the Canada Mortgage and Housing Corporation, Bell Canada, Canadian National Railway, Canadian Pacific Railway, Consumers' Gas, GO Transit, the Minister of Health, the Minister of Labour, and the Minister of Transportation and Communications.

**ATARATIRI's Future**

# APPENDIX A

**ATARATIRI RESEARCH PROGRAMME (20 APRIL 1990)**

| WORKSTREAM | STUDY | STATUS |
|---|---|---|
| Base Data | Commercial Vehicle Study (MMM) | completed |
| | Existing Buildings (Anrep) | completed |
| | Legal Surveys (Barnes) | completed |
| | Infrastructure (Public Works and utility companies) | compiled in-house, completed |
| Environment | Overall (SENES) | underway |
| | Air Quality (RWDI) | draft report received |
| | Noise & Vibration (Vibron) | final report received |
| | Soil & Ground Water (Trow, Dames & Moore) | draft report received |
| | Risk Analysis (Concord) | incomplete draft report received |
| | Flood/SPA (MMM) | final draft report received |
| | Health Risk Assessment (CanTox) | underway |
| Social Structure and Community Services | Social Structure Analysis (Daly, Helfand, Thornley) | completed |
| | Existing Community Services Inventory and Needs Projection | completed |
| | New Community Services (Peat, Marwick Stevenson & Kellogg) | incomplete draft report received |

| WORKSTREAM | STUDY | STATUS |
|---|---|---|
| Land Use and Physical Planning | Urban Design Issues Studies (Baird/Sampson); A.J. Diamond; Ferguson & Ferguson; Jurecka, Lobko & Tregebov) | completed |
| | General Site Plan consultant (Kirkland Partnership) | underway |
| | New Designs for Multi-Family Housing (van Nostrand) | underway |
| | Road Configuration & Transportation Impact (Allan Freedman) | draft report received |
| | Building & Block Study (Spaziani & Fong) | completed |
| | Centralized Neighbourhood Heating / Cooling Study (Engineering Interface Ltd.) | underway |
| | Open Space Study (Hough, Stansbury, Woodland) | draft report received |
| | Residential Parking Demand Study (IBI) | underway |
| | Stormwater Management Study | pending |

| WORKSTREAM | STUDY | STATUS |
|---|---|---|
| Economic Development | Non-residential Uses (Development Initiatives) | completed |
| | Retail Marketing Study and Implementation Strategy (Malone, Given, Parsons) | underway |
| | Community Development Corporation Study | pending |
| | Feasibility Analysis of First Phase Development Parcels | proposal call issued |

# APPENDIX B

## MEMBERSHIP OF ATARATIRI NEIGHBOURHOOD ADVISORY COUNCIL

| NAME | REPRESENTATION AND INTERESTS |
|---|---|
| Bud Binney | - Represents St. Lawrence Business Association<br>- Resident of David B. Archer Co-op in St. Lawrence Neighbourhood for over 10 years<br>- Operates a local consulting business in area<br>- Member of NAC Gooderham & Worts Subcommittee |
| Niall Byrne | - Represents community health interests<br>- Director at U. of T. Centre for Studies in Medical Education<br>- Works with community and neighbourhood groups in development of health and social programmes<br>- Member of governing body of Innis College<br>- Member of NAC Environmental Subcommittee |
| Dino Chiesa | - Represents the private housing sector<br>- Consultant on contract with the Ministry of Housing<br>- Worked at Canada Mortgage and Housing Corporation for 12 years<br>- Works in land development business<br>- Active board member of a variety of health and social service agencies<br>- Member of NAC Finance/Development Subcommittee |
| Pamela Cluff | - Represents the concerns of the elderly and people with disabilities<br>- Architect by training and a private consultant in long-term care and seniors' housing<br>- Founding member of the Mayor's Task Force on the Disabled and Elderly<br>- Founding member of Cheshire Homes Foundation, a non-profit organization which provides group homes and housing for people with physical disabilities<br>- Member of NAC Social Structure/Community Services Subcommittee |
| Corky Cramer | - Represents the Corktown Business Association, a conglomeration of small businesses in the area north of ATARATIRI<br>- Resident and operator of a local business in Corktown<br>- Member of NAC Economic Development Gooderham & Worts, and Land Use/ Physical Design Subcommittees |

| NAME | REPRESENTATION AND INTERESTS |
|---|---|
| Harry Dahme | - Represents environmental and health interests<br>- Member of Conservation Council of Ontario, whose goals are to promote sustainable development and urban renewal<br>- Practises environmental and municipal law with firm of Gowling, Strathy and Henderson<br>- Member of NAC Environmental Subcommittee |
| Father Tom Day | - Separate School trustee representing the Separate School Board<br>- Pastor of St. Paul's Roman Catholic Church, which provides a range of social services in the community surrounding ATARATIRI (e.g. a foodbank and a breakfast club for children)<br>- Member of NAC Land Use/Physical Design and Social Structure/Community Services Subcommittees |
| Frances Frisken | - Represents concerns dealing with the quality of urban life<br>- Associate Professor of Urban Studies at York University<br>- Member of the Metro Suburbs Revisited Subcommittee, Social Planning Council of Metropolitan Toronto<br>- Public Transit expert and member of the Strategic Planning Committee on Canadian Urban Transit Association<br>- Member of NAC Land Use/Physical Design Subcommittee |
| David Gunter | - Represents St. Lawrence Residents' Association<br>- Resident of St. Lawrence Neighbourhood for 10 years<br>- Active on variety of community committees<br>- Member of NAC Finance/Development and Gooderham & Worts Subcommittees |
| Barbara Hall | - City Councillor, Ward 7<br>- City Budget Chief<br>- Member of Cityhome Board<br>- Committed to working toward increasing the supply of social housing and strengthening the arts community by improving cultural facilities and individual artist's living/working space |

| NAME | REPRESENTATION AND INTERESTS |
|---|---|
| Elspeth Heyworth | - Represents social service interests<br>- Executive Director of Dixon Hall, a neighbourhood-based centre on the perimeter of ATARATIRI, which provides services to the elderly, youth, children and the Black community<br>- Member of the MTHA Board and the Wellesley Hospital Board<br>- Member of NAC Social Structure/Community Services Subcommittee |
| Roger Hollander | - Metro Councillor, Don River<br>- Vice-President of Ontario Non-Profit Housing Association<br>- Board member of MTRCA<br>- Member of NAC Social Structure/Community Services Subcommittees |
| Pam McConnell | - Public School trustee representing the Toronto Board of Education<br>- Member of the Metro and Toronto School Board Task force on Alienated Youth<br>- Has particular interest in adult literacy programmes and the education of inner city children<br>- Member of NAC Social Structure/Community Services Subcommittee |
| Dan MacLean | - Represents local industrial interests<br>- Manager of Human Resources and Public Affairs for Central Soya Canada<br>- Representative of Central Soya Canada on South-East Area Industrial Co-ordinating Committee<br>- Officer of South-East Toronto Industrial Awareness Organization, a non-profit group which promotes industry in that area<br>- Member of NAC Environmental, Gooderham & Worts, and Land Use/Physical Design Subcommittees |
| Peter Oliphant | - President of Cityhome, the City of Toronto's Non-Profit Housing Corporation<br>- Resident of Ward 7 and involved in the political process of the local riding<br>- Actively involved as a Board member in a number of social service agencies<br>- Member of NAC Finance/Development Subcommittee |

| NAME | REPRESENTATION AND INTERESTS |
|---|---|
| Chris Smith | - Represents the cooperative housing sector<br>- Operates Chris Smith & Associates, a resource group specializing in co-op and non-profit development<br>- Founder/organizer of several co-op organizations, in Toronto<br>- Consultant to City of Toronto on development of St. Lawrence Neighbourhood in mid-1970s |
| Barbara Thornber | - Represents community non-profit housing sector<br>- Director, Residential and Recreational Services for YWCA of Metropolitan Toronto which has been providing housing since the 1800s, from emergency shelter to permanent housing<br>- Vice-President of Ontario Non-Profit Housing Association<br>- Has a special interest in housing for women and women and children, particularly single-parent families<br>- Believes in facilitative management and the empowerment of tenants to manage housing<br>- Chair of NAC and member of NAC Social Structure/Community Services and Communications Subcommittees |
| Jacques Tremblay | - Represents community-based economic development interests<br>- Works at Dixon Hall as a community development officer<br>- Member of the City of Toronto's Alternative Housing Subcommittee<br>- Actively involved in developing economic development initiatives for people who have experienced psychiatric difficulties<br>- Member of NAC Economic Development Subcommittee |
| Sassy Waddell | - Represents the Corktown Residents' Association<br>- Resident of Corktown, where she also operates a catering business<br>- Member of the original St. Lawrence Neighbourhood Planning Committee<br>- Past Board chair of Dixon Hall |

# APPENDIX C

## ATARATIRI PUBLIC CONSULTATION CHRONOLOGY

| | |
|---|---|
| 12 - 13 July 1988 | Council approval of St. Lawrence Square preliminary concept |
| 19, 23 September 1988 | Council refers question of Neighbourhood Advisory Council membership to Neighbourhoods Committee |
| 06 October 1988 | Neighbourhoods Committee considers deputations regarding NAC membership; recommends 19-member NAC (approved by Council January 1989) |
| 29 November 1988 | Inaugural meeting of NAC |
| 06 December 1988 | All-day "Blue Sky" discussion among staff and invited urban experts regarding starting principles for master planning |
| 13 December 1988 | Second NAC meeting |
| 14 January 1989 | Saturday morning walking tour of ATARATIRI for NAC members and staff |
| 17 January 1989 | First NAC meeting open to the public; NAC approves work programme and creates subcommittee structure |
| 18 January 1989 | First business plan published (available at cost) |
| January-March 1989 | NAC-sponsored renaming contest |
| 21 February 1989 | NAC monthly meeting (open) |
| 21 March 1989 | NAC monthly meeting (open); new name "ATARATIRI" approved for recommendation to Council |
| 03 April 1989 | NAC special meeting to discuss social structure and housing mix targets (open) |
| 18 April 1989 | NAC monthly meeting (open) |
| 16 May 1989 | NAC monthly meeting (open) |

| | |
|---|---|
| May 1989 | First NAC newsletter published (6,000 copies hand-delivered and mailed) |
| 01 June 1989 | Public forum on the environmental evaluation process (Castle Frank High School) |
| 10 June 1989 | Public forum on physical planning, "Building the Neighbourhood" (Canada Stage Theatre) |
| 20 June 1989 | NAC monthly meeting (open) |
| 18 July 1989 | NAC monthly meeting (open) |
| 25 July 1989 | Public forum on social structure and economic development, "Living and Working in a New Community in the '90s" (Dixon Hall) |
| 29 July 1989 | All-day NAC and staff "retreat" regarding goals and objectives for ATARATIRI |
| July 1989 | First Annual Report to the Ministry of the Environment published (available at cost) |
| 15 August 1989 | NAC monthly meeting (open) |
| September 1989 | Second NAC newsletter published and distributed |
| 19 September 1989 | NAC monthly meeting (open) |
| 24 September 1989 | Sunday morning bus tour of various social housing projects for NAC members and staff |
| 25-29 September 1989 | Public display of urban design issues studies (City Hall rotunda) |
| 16 October - 15 November 1989 | Gallery exhibition of urban design issues studies (University of Toronto School of Architecture) |
| 17 October 1989 | NAC monthly meeting (open) |
| 24 October 1989 | Tour of Toronto industrial incubators for NAC members and staff |

| | |
|---|---|
| 25 October 1989 | Public symposium on urban design issues studies (University of Toronto) |
| 17 - 18 November 1989 | Ryerson symposium, "Learning from St. Lawrence"; presentations on ATARATIRI and site tour for the public |
| 21 November 1989 | NAC monthly meeting (open) |
| 22 November 1989 | All-day NAC and staff "retreat" regarding general planning and design strategy for ATARATIRI |
| 19 December 1989 | NAC monthly meeting (open) |
| 16 January 1990 | NAC monthly meeting (open); NAC approves new subcommittee structure and adopts new meeting format |
| 20 February 1990 | First NAC "working session" meeting (closed) |
| 20 March 1990 | First NAC meeting with public deputations (Dixon Hall) |
| 05 April 1990 | Special NAC meeting to consider draft "Principles, Directions and Strategies Report"; qualified approval |
| 17 April 1990 | NAC working session (closed) |

# APPENDIX D

## REPOSITORIES FOR ATARATIRI INFORMATION

CITY HALL
Municipal Reference Library
100 Queen St. W.
2nd Floor
Toronto, Ontario M5H 2N2

ST. LAWRENCE PUBLIC LIBRARY
171 Front St. E.
Toronto, Ontario M5A 4H3

RYERSON LIBRARY
Urban and Regional Planning Room
8th Floor
350 Victoria St.
Toronto, Ontario M5B 2K3

UNIVERSITY OF TORONTO
School of Architecture Library
230 College St.
Toronto, Ontario M5T 1R2

YORK UNIVERSITY
Government Documents/Administrative
Studies Library
113 Administrative Studies Building
4700 Keele St.
North York, Ontario M3J 1P3

ROYAL COMMISSION ON THE FUTURE OF
TORONTO WATERFRONT
207 Queen's Quay West
5th Floor
Toronto, Ontario M5J 1A7

CITY OF TORONTO
Planning and Development Dept. Library
19th Floor, East Tower
100 Queen St. W.
Toronto, Ontario M5H 2N2

MINISTRY OF THE ENVIRONMENT
Environmental Assessment Branch
250 Davisville Ave.
Toronto, Ontario M4S 1H2

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